

DRAFT ENVIRONMENTAL IMPACT REPORT



## 201 FOLSOM STREET

SAN FRANCISCO PLANNING DEPARTMENT  
2000.1073E

STATE CLEARINGHOUSE NO. 2001072092

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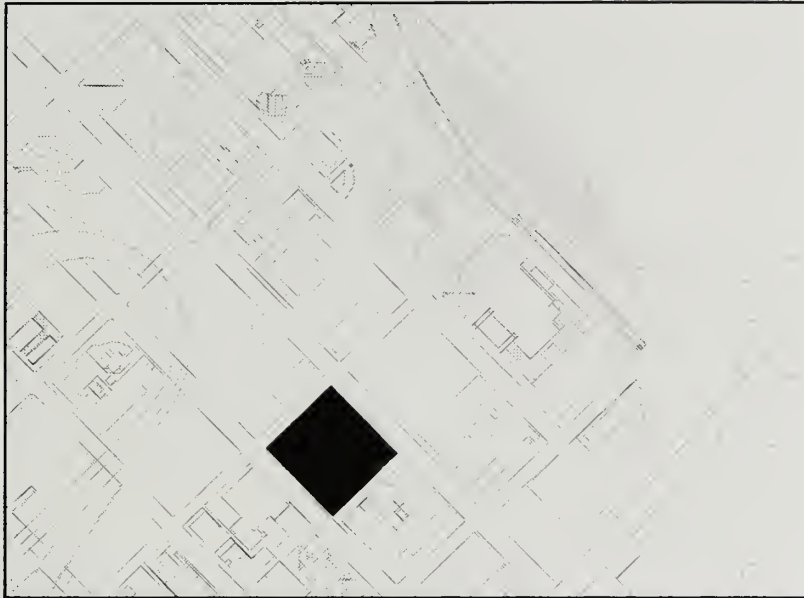


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# 201 Folsom Street

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## I. SUMMARY

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### A. PROJECT DESCRIPTION

The project sponsor, Tishman Speyer Properties, proposes the rezoning of parcels in the Rincon Hill neighborhood (the “rezoning project”) and a residential development of approximately 1,500,000 gross square feet (gsf) at 201 Folsom Street (the “development” project). The property is currently used as a paved parking lot by the United States Postal Service (USPS) Annex and other government agencies for 270 vehicles. The rezoning project includes rezoning part of Lot 1 in Assessor’s Block 3746 and Lots 1 and 8 in Assessor’s Block 3745 from existing P (Public) to RC-4 (Residential-Commercial Combined: High Density), a zoning district that allows private development. The project sponsor requests replacement of the existing height limits of 105, 150, and 200 feet with 300- and 400-foot height limits. In addition, the project sponsor requests a Planning Code text amendment to create a new Residential/Commercial subdistrict under the Rincon Hill Special Use District (SUD) overlay, and amendments to the *Rincon Hill Area Plan*, a part of the *San Francisco General Plan*. The request for rezoning has been made in conjunction with the development at 300 Spear Street on Assessor’s Block 3745, Lot 1, that would be a part of the rezoned area. The third parcel requested to be rezoned is 345 Main Street, Lot 8 in Assessor’s Block 3745, the remaining privately owned lot in the existing P district.

The development portion of the project would consist of up to 820 residential units (approximately 910,000 gsf) and about 30,000 gsf of retail space. It would include about 880 enclosed parking spaces and five loading spaces for the use of the development, and about 270 subsurface enclosed replacement parking spaces for the use of the U.S. Government. Parking would be provided in three levels of underground parking and five levels of above-ground parking. An 80-foot-tall building base would cover the site. Two residential towers would rise above the building base to total heights of approximately 350 feet and 400. The project would require a subdivision of Lot 1 to separate the project site from the U.S. Postal Service Annex.

The requested rezoning would retain the 6:1 ratio of residential to commercial (six square feet of residential space for every one square foot of commercial space) that applies in the existing Residential subdistrict. Uses allowable in the new Residential/Commercial subdistrict would be



broader than those uses permitted in the Residential subdistrict under RC-4 zoning. In addition to RC-4 uses, the rezoning would also include provisions to allow institutional and community facilities, utility and automotive uses, retail, office, home and business services, and entertainment uses. A minimum of a 50-foot height differential would be required between towers if two towers are proposed on the same site. The existing bulk limit would be changed from R (requiring 50 percent of the building frontage to be set back 5 feet above 80 feet ) to new bulk limits. The requested rezoning would permit 100 percent site coverage for the building base. The rezoning request would establish requirements for a minimum separation of 82.5 feet between the towers above a height of 80 feet, if two towers are proposed on one site.

The proposal for the 201 Folsom Street development project does not include the maximum amount of commercial space that would be allowed under the requested rezoning because this development includes approximately 160,000 gsf of replacement parking for the U.S. Government. Under full buildout, 130,000 gsf of office space could be constructed on the site in addition to the residential and retail uses proposed by the project sponsor. About 85 additional parking spaces would be required to serve the office space.<sup>1</sup>

The requested rezoning area is about three blocks south of Market Street and one block west of The Embarcadero and San Francisco Bay. The anchorage of the San Francisco-Oakland Bay Bridge is about one block to the south. The 201 Folsom Street site occupies a total land area of approximately 75,625 square feet (sq. ft.) on the northern half of the block bounded by Main, Folsom, Beale and Harrison Streets.

Development is proposed to begin by summer 2003. Development would be sequenced during a 36- to 48-month construction period. The project would require the following actions, with acting bodies shown in italics:

- Amend Planning Code Zoning Maps to rezone privately owned parts of existing P (Public) District to RC-4 (Residential-Commercial Combined: High Density), increase height limits from 105, 150 and 200 feet to 300 and 400 feet, and change bulk limit from R to W for portions of Block 3746, Lot 1, and Block 3745, Lots 1 and 8. *Planning Commission recommendation, Board of Supervisors approval*

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<sup>1</sup> The adjacent development proposed at 300 Spear Street would have the maximum amount of development that would be reasonably feasible under the requested rezoning. The parcel occupied by the telecommunications/utility building at 345 Main Street is also in the area requested for rezoning. No additional development is analyzed for this site under the Full Development Potential scenario because considerable sums were spent in the past two years to upgrade the building specifically to serve as a telecommunications/data center utility. Therefore, it is not expected to be redeveloped for at least the 2020 analysis horizon of the transportation analysis.



- Amend Planning Code Text to add a new Residential/Commercial subdistrict to the Rincon Hill SUD. *Planning Commission recommendation, Board of Supervisors approval*
- Amend *General Plan Rincon Hill Area Plan*. *Planning Commission approval, referral to Board of Supervisors for approval*
- Conditional Use Authorization/Planned Unit Development (PUD) for buildings taller than 40 feet in an R district. *Planning Commission approval*
- Exception under Planning Code Section 249.1(b)(3)(B) for development causing ground-level winds to exceed comfort criteria. *Zoning Administrator*
- Subdivide Lot 1. *Referral to Planning Department for determination of General Plan conformity, approval by Director of Public Works*
- Site Permits. *Department of Building Inspection*

The project would be reviewed by the Planning Department, the Planning Commission, and the Board of Supervisors in the context of applicable objectives and policies of the *General Plan*.

## B. MAIN ENVIRONMENTAL EFFECTS

An application for environmental evaluation for the project was filed October 10, 2000, and the San Francisco Planning Department determined that an EIR was required. The Initial Study, published on July 21, 2001, determined that the following effects of the project would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the project and thus required no further analysis: population and housing, noise, construction air quality, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and historic/cultural resources. (See Appendix A for the Initial Study.) Therefore, the EIR does not discuss these issues. The project's potential for significant impacts in the areas of land use, visual quality and urban design, transportation, air quality, shadows and wind, and growth inducement are addressed in this EIR. The analyses below and those in the Initial Study account for construction and operational impacts, where relevant. For example, construction traffic effects are discussed in Section III.E, and construction-related air emissions are addressed in the Initial Study (Appendix A, p. 23), with mitigation measures to reduce construction-generated emissions presented in the Initial Study and in Section IV, Mitigation Measures: Construction Air Quality. Cumulative impacts are analyzed for each topic when appropriate, relating to cumulative impacts from both the development project and the requested rezoning.

## LAND USE, ZONING, AND PLAN CONSISTENCY

### Land Use

The development project would change land use at the development site from surface parking to high-density residential use with ground-floor retail space and enclosed parking. A similar change, from surface parking to high-density residential use is proposed by another sponsor on the adjacent block to the east. Together, both development projects propose to construct between 1,600 and 1,650 residential units.

The proposed change in land use from parking to high-density residential with some commercial use would constitute a substantial physical change along the south side of Folsom Street. In the recent past, the immediate project area has been characterized by a predominance of surface parking and industrial uses. A number of high-density residential uses have been built recently, are under construction, or have recently been approved one to two blocks west and south of the development project site. Therefore, the project vicinity is characterized by a rapidly changing urban landscape; it is transitioning from an industrial district with surface parking to a predominantly high-rise residential district close to downtown.

The proposed residential use would be consistent with similar residential uses to the south, east and west, including Hills Plaza to the east and Avalon Towers to the west. The development project would extend the Rincon Hill residential uses north of Harrison Street, thereby furthering the goals of the *Rincon Hill Area Plan*, which recommends that the Rincon Hill area be developed as a high-density residential neighborhood close to downtown that contributes to the City's housing supply. The development's neighborhood-serving commercial uses, proposed to be at the lower levels (first to third floors), would be similar to ground-floor neighborhood-serving commercial uses in other residential developments, such as the Bay Crest Apartments and Avalon Towers, in the Rincon Hill area.

The proposed development project would thus continue and extend existing land uses and would not disrupt or divide them. Therefore, the proposed change in land use would not be a significant impact because the development project's proposed uses would be compatible with existing and planned uses in the Rincon Hill area.

### Zoning and Plan Consistency

To implement the development project, the project sponsor, jointly with the sponsor of the adjacent proposed 300 Spear Street, has requested a rezoning of most of the P (Public) Use District to RC-4 (Residential-Commercial Combined: High Density). The affected properties

were formerly in public agency ownership but are now privately owned.<sup>2</sup> The 201 Folsom Street property is in the process of being acquired by Tishman Speyer Properties from the USPS. The proposal also includes a request for a new subdistrict as part of the existing Rincon Hill Special Use District.

The requested rezoning to RC-4 with the new Rincon Hill SUD Residential/Commercial subdistrict overlay would permit new kinds of uses, including mixed residential and commercial uses, and higher density than would be permitted under the existing P (Public) District. The full text of requested Planning Code changes is presented in Appendix B, Requested Amendments to Planning Code and General Plan. The Residential/Commercial subdistrict would permit new uses broader than those allowed on or existing on nearby properties. The new uses requested would be consistent with the nearby high-rise buildings accommodating residential above ground-floor retail uses. The change to higher-density mixed use would not cause significant adverse land use impacts, but could lead to other physical impacts that are discussed elsewhere in the EIR.

The increase in height limits from 105, 150 and 200 feet to 300 and 400 feet, and change from R to the new “W” bulk limit would permit substantially taller and larger buildings. The requested height limits would be similar to those proposed in revisions to the *Rincon Hill Area Plan* and zoning under review by the Planning Department<sup>3</sup> and in the proposed Transbay Redevelopment Plan area north of Folsom Street under review by the Planning Department and San Francisco Redevelopment Agency.<sup>4</sup> The requested height limits would double the existing height limits nearby. The increase in height and bulk limits could, in turn, lead to other physical impacts that are discussed elsewhere in this EIR.

*General Plan* amendments have been requested to address the new “Residential/ Commercial subdistrict” provisions and related changes within the *Rincon Hill Area Plan*. The full text of the requested amendments is presented in Appendix B. Physical effects that would occur due to changing the controls in the *Rincon Hill Area Plan* of the *San Francisco General Plan* would be similar to those discussed above related to changes in land use, in that they would encourage taller, mixed residential/commercial uses. *General Plan* amendments would establish urban design parameters similar to requirements discussed above. Accordingly, the *General Plan* amendments could lead to physical impacts similar to the physical impacts of zoning district

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<sup>2</sup> The 300 Spear Street property was previously in Caltrans ownership.

<sup>3</sup> City and County of San Francisco, 2000.1081E: *Rincon Hill Mixed Use District*, Notice of Preparation of a Draft EIR, March 10, 2001.

<sup>4</sup> City and County of San Francisco, *Transbay Terminal/Caltrain Downtown Extension/Redevelopment Plan*, Notice of Preparation of a Draft EIR, March 16, 2001.



change, and height and bulk limit changes. As with the changes to zoning, the potential physical effects of *General Plan* amendments are discussed elsewhere in this EIR.

## VISUAL QUALITY/URBAN DESIGN

The visual analysis in this EIR considers not only the proposed development project but also the implications of the requested rezoning, including the requested height limit change from 105, 150 and 200 feet to 300-foot and 400-foot height limits. Therefore, the high-rise residential development proposed on the adjacent parking lot at 300 Spear Street is analyzed in conjunction with the proposed development project, as representative of what could be developed under the requested rezoning. Together the two development projects would replace two surface parking lots with high-rise residential developments having towers of 350 feet and 400 feet in height.<sup>5</sup>

The 201 Folsom Street development project, together with the similarly scaled proposed 300 Spear Street, proposed within the area of the requested rezoning, would constitute a substantial change in the visual environment south of Folsom Street. The proposed development project and proposed adjacent development would step up from existing low- and mid-rise buildings of varying heights and bulk nearby in the Rincon Hill area. The heights and bulk of the proposed developments at 300 Spear Street and 201 Folsom Street would be similar to developments in the Downtown area and Financial District, three blocks to the north.

The development project at 201 Folsom Street and proposed 300 Spear Street would create a lower, secondary and peripheral high-rise urban form in the Rincon Hill area between the downtown high-rise urban areas to the north and the relatively lower elevation areas near China Basin Channel and the waterfront to the south. The lower and smaller high-rise urban form of the Rincon Hill area would have a 400-foot height limit, whereas the downtown has buildings ranging from 200 to 800 feet tall. The “valley” between these two high-rise urban areas, extending roughly from Mission to Folsom Streets, has a predominantly 200-foot height limit and is occupied by low- and mid-rise buildings or is vacant.

The development project would not substantially change important view corridors or obstruct scenic views. From moving vantage points for westbound motorists on the Bay Bridge, the proposed development project, along with the 300 Spear Street proposal, would alter the transitory visual relationship between the down-sloping urban built form in the foreground and the natural form of the hills beyond.

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<sup>5</sup> The 345 Main Street parcel is within the requested rezoning. However, no development is anticipated at that site. Under the requested rezoning, the existing 105-R Height and Bulk district would be changed to the 300-W district.

The development project would not be substantially incompatible with the surrounding environment by introducing structures of substantially greater size, mass, and scale into the area. Large expanses of vacant land in close proximity to the dense downtown core, including the development site, characterize much of the immediate vicinity. The project vicinity is not characterized by an established, cohesive, distinctive or fragile visual character that would be degraded by the proposed development project. The development project would not entail the demolition of any historic, visual or open space resource. The proposed building would include features that are intended to enhance the pedestrian environment, convey a sense of human scale and visual interest at street level and create continuity with nearby existing and future buildings.

For these reasons, although the proposed building would dramatically change the visual character of the site and vicinity, and would not conform to the existing pattern of heights at this southern periphery of the downtown high-rise urban form, the development project would not result in significant adverse impacts on visual quality and urban design in San Francisco.

## TRANSPORTATION

The proposed development project would generate approximately 11,690 daily person trips, of which about 1,650 would be during the p.m. peak hour (5:00 to 6:00 p.m.). About 265 vehicle trips would be generated during the weekday p.m. peak hour, of which about 175 would be inbound to the development site and about 90 would be outbound from the site. These vehicle trips would cause the Level of Service (LOS) at one study intersection to worsen from LOS D to LOS E, at Main and Harrison Streets. Of the remaining 26 intersections studied, 20 would remain at acceptable LOS D or better and six would continue to operate at unacceptable LOS E or F with or without the proposed development project.

The development site is well-served by public transit, with eight MUNI bus lines and one light rail line within walking distance; additional MUNI Metro service is available under Market Street, about three blocks north. Regional transit is available on the Bay Area Rapid Transit trains, with stations located under Market Street. Service to the East Bay on AC Transit, to the Peninsula on SamTrans, and to the North Bay on Golden Gate Transit buses, is available at the Transbay Terminal on Mission Street about four blocks to the northwest. The proposed development project would generate about 465 p.m. peak hour transit trips, about 320 inbound and 145 outbound. With the additional outbound transit trips, MUNI and regional transit carriers would continue to operate within their service standards<sup>6</sup> in the peak (outbound) direction. The development project would not cause significant increases in demand for transit service. The

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<sup>6</sup> Transit service standards are the numbers of passengers per transit vehicle that each transit service agency establishes as acceptable.

increase in inbound transit trips generated by the development project would not substantially affect transit service in the inbound direction.

The development project would be required to provide 874 parking spaces under the provisions of the requested rezoning, including 820 spaces for the residential units and 54 spaces for the retail use. The development project would meet these requirements with 874 independently accessible spaces. In addition, the development project would provide replacement parking for the 271 spaces now located on the development site and used by the U.S. Government; these spaces would be in a multi-level, subsurface parking garage. Under existing parking provisions in the Rincon Hill SUD Residential subdistrict, the parking requirement for retail uses would be 18 spaces, about 36 fewer than proposed. Other parking requirements would not change under the requested rezoning.

The development project would generate a parking demand for up to 1,130 parking spaces. There would be a parking shortfall of up to 255 spaces if the entire residential parking demand were assumed to be attributed to the development site and no residents were able to secure off-street parking in a nearby, off-site parking facility. As a result, the off-street parking occupancy in the study area would increase from 92 percent to about 98 percent. With parking facilities near 100 percent of capacity, it would be difficult for drivers to find parking within the study area; this generally results in some drivers parking further from their destination and others switching to other modes of travel, such as carpool, transit or bicycle.

The development project would supply bicycle parking facilities as required in the Planning Code; because the project is primarily residential, locker and shower facilities for bicyclists would not be required. The development project would include a mid-block pedestrian walkway through the southern portion of the site between Main and Beale Streets, in compliance with provisions of the Rincon Hill Area Plan. Pedestrians and bicycles could be accommodated on sidewalks and streets in the project vicinity, with no significant impacts.

The proposed development project would provide five off-street loading spaces, in compliance with existing Planning Code requirements; these requirements are not requested to be changed in the requested rezoning. The five loading spaces would meet the peak demand, estimated to be about two loading docks.

Construction of the development project would take place in two phases in order to provide continuous parking for the U.S. Postal Service Annex. Each phase would take about 24 months, with the second phase beginning about one year following initiation of Phase I, for a total construction period of about 36 to 40 months. Construction-related activities would typically occur on weekdays between 6:00 a.m. and 6:00 p.m. No regular travel lanes would be closed,



and no MUNI bus stops would be affected during construction; the existing Golden Gate Transit bus stop on Folsom Street would need to be relocated. Temporary pedestrian walkways would be provided in parking lanes if sidewalks were closed during construction. Construction truck traffic and construction worker traffic and parking would temporarily affect capacities of local streets and parking facilities, and thus would not be a significant impact.

The project includes a request for rezoning most of the area presently designated P (Public) to RC-4 (Residential-Commercial Combined: High-Density) with a new Residential/Commercial subdistrict in the Rincon Hill SUD controls. Full buildout under the requested rezoning would involve development of a mixed-use high-rise project on the other large site in the P District at 300 Spear Street, across Main Street from the 201 Folsom Street site; a proposal for the 300 Spear Street site is being evaluated in a separate EIR. The requested rezoning controls would permit about 130,000 sq. ft. of office space in addition to the development proposed on the development project site, based on the 6:1 ratio of residential-to-commercial space permitted in the existing and requested Rincon Hill SUD controls. The proposed 201 Folsom Street development does not include this office space because it includes 160,000 gsf of U.S. Government parking. The 300 Spear Street proposal includes full development under the requested rezoning. Full buildout would result in additional travel in the project area. The increase in traffic from full buildout would cause significant impacts at three intersections: Fremont and Harrison Streets and Main and Harrison Streets would degrade from LOS D to LOS E, and Second and Brannan Streets would degrade from LOS E to LOS F. Increased transit ridership from development under the requested rezoning would not have substantial effects on MUNI or regional transit carriers. There would be a parking shortfall of up to about 890 spaces during the midday peak parking period with full buildout under the requested rezoning. Off-street parking occupancy would increase to over 100 percent, resulting in some drivers parking outside the parking study area and others switching to transit, carpool or other forms of travel. The additional pedestrian and bicycle trips from full buildout would not cause significant impacts on sidewalks or streets in the project area.

Cumulative traffic growth in 2020, including that from the proposed development project, would cause 16 of the 27 study intersections to operate at unacceptable LOS E or F. Poor operating conditions would be found at all approaches to the Bay Bridge and at intersections along west-bound Howard Street. The development project would contribute considerably to 2 of the 16 study intersections that would operate at LOS E or F during the p.m. peak hour: at Fremont and Harrison Streets and at Main and Harrison Streets. The contribution of the development project at these intersections would constitute a significant environmental impact. Full buildout under the requested rezoning of the P District would result in a significant contribution to cumulative impacts at these two intersections plus the intersection at Second and Folsom Streets.

Between existing conditions and the year 2020, ridership demand on MUNI is projected to increase by about 22 percent while capacity is projected to increase by about 14 percent. Thus, MUNI ridership is expected to approach capacity at all analysis screenlines; at the southeast screenline MUNI would operate essentially at capacity. The 201 Folsom Street development project would contribute about 1.5 percent or less to the growth in ridership at each screenline, and would not contribute to significant cumulative impacts on the City transit system. Ridership on regional transit carriers would increase in the future, but all would operate within their operating standards except BART to the South Bay. Neither the 201 Folsom Street development project nor full buildout under the requested rezoning would contribute more than 1.0 percent to the growth in ridership on any regional system; thus neither would substantially contribute to significant cumulative regional transit impacts.

## AIR QUALITY

The proposed development project would contribute to local and regional air emissions primarily from increased traffic. The development project would generate about 1,720 daily vehicle trips. These vehicle trips would emit about 38 pounds per day of reactive organic gases (ROG), 35 pounds per day of nitrogen oxides (NO<sub>x</sub>), and 12 pounds per day of inhalable fine particulates (PM<sub>10</sub>). None of these emission levels would reach the 80 pounds per day threshold established by the Bay Area Air Quality Management District (BAAQMD); therefore, the development project would not have significant regional air quality impacts.

Localized carbon monoxide (CO) emissions were analyzed at intersections near the proposed development project. While CO emissions generated by the development project would not exceed the 550 pounds-per-day screening criterion, several intersections would operate at LOS D, E or F in the future, with or without the development project, meeting another of the BAAQMD screening criteria calling for a localized CO analysis. Congestion at various study intersections would generate a maximum of 8 parts per million of CO on a one-hour basis, substantially below the state one-hour standard of 20 parts per million. Federal standards are less stringent than state standards; therefore, the development project would not exceed state or federal CO standards and would not cause significant local air quality impacts.

Combined emissions from the 201 Folsom Street development with the 300 Spear Street proposal at full buildout under the requested rezoning would slightly exceed the regional thresholds for ROG and NO<sub>x</sub>, under today's standards. However, since neither development project would be completed before 2004, combined emissions in the future would be below the 80 pound-per-day threshold due to improvements in the statewide automobile fleet and attrition of older, high-polluting vehicles.

Traffic growth associated with cumulative development in 2020 would not result in any exceedances of the state one-hour or eight-hour CO standards. All regional emission standards would be met with a wide margin by 2020; ROG, NO<sub>x</sub> and PM<sub>10</sub> emissions would be no more than 30 pounds per day, compared with a threshold of 80 pounds per day. Therefore, both the development project and full buildout under the requested rezoning would have less-than-significant contributions to cumulative regional air quality effects, based on BAAQMD significance thresholds.

## **SHADOWS AND WIND**

### **Shadows**

The Initial Study includes a shadow fan analysis which determined that the shadow impacts of neither the 201 Folsom Street development project nor the requested rezoning would be significant because development would not shade open spaces under the jurisdiction of the Recreation and Park Department. However, 201 Folsom Street would cast shadows on local sidewalks and publicly accessible open space not under the jurisdiction of the Recreation and Park Department. For informational purposes, this EIR describes the project's shadow effects on the vicinity.

The development site is an existing parking lot that does not cast shadows on any nearby sidewalks or open spaces. The proposed development project would create net new shadow on nearby sidewalks; especially those along Folsom, Beale and Main Streets, adjacent to and across from the development site; and northward along Beale and Main Streets in the winter. The development would create net new afternoon shadow in October through February on portions of Rincon Park that are not already shaded by the intervening Gap Inc. Headquarters and Hills Plaza. Rincon Park is under the jurisdiction of the San Francisco Redevelopment Agency. The development would also create net new morning and midday shadow on the open space at 221 Main Street around the winter solstice. The development project would not add new shadow to the publicly accessible open space at Hills Plaza and the Gap Inc. Headquarters.

### **Wind**

Wind tunnel tests were conducted for the development project. Average wind speeds with the development project would measure between 5 and 16 miles per hour (mph), compared to 3 to 16 mph under existing conditions. The pedestrian comfort criterion of 11 mph would be exceeded in 21 out of 44 test locations with the proposed development project. With proposed 300 Spear Street, wind speeds would range between 8 to 17 mph, with 35 of the 44 wind speed measurement locations exceeding the pedestrian use comfort criterion.



Under proposed development project conditions, the greatest wind speeds would be along the east sidewalk of Main Street (between 10 and 16 mph), along the east sidewalk of Beale Street (between 14 and 16 mph), and along the south sidewalk of Folsom Street north of the development project site (between 14 and 16 mph). In general, wind speeds on the podium level would be above the appropriate sitting area comfort criteria.

As with existing conditions, none of the development scenarios would generate hazardous wind speeds exceeding 26 mph. Thus, the proposed development project's wind effects would be less than significant.

### **GROWTH INDUCEMENT**

Rezoning the development site and adjoining area would allow for private development of residential and commercial mixed uses in an area previously designated for public uses and owned by government agencies. Rezoning would also allow development on the site of the adjacent parking lot at 300 Spear Street, further increasing population and employment in the area. Retail and office use could employ approximately 915 people and house approximately 2,200 people. Rezoning would not be expected to induce development at 345 Main Street in the foreseeable future, because considerable sums were spent in the past two years to remodel the building for telecommunication uses. Direct increases in housing and employment from the proposed 201 Folsom Street development and the requested rezoning could induce further growth in business and employment in nearby areas of Rincon Hill and South Beach. It would be speculative to predict impacts associated with individual development projects as a secondary growth inducement, and individual future projects would be subject to environmental review.

Based on employment density factors, the proposed retail uses at 201 Folsom Street are estimated to employ approximately 85 people. Based on housing density factors, the proposed 820-unit residential development would be expected to accommodate about 1,100 new residents. The projected residential units would more than offset housing demand generated from the project's employment. While the increase in area population would be noticeable to immediately adjacent neighbors, these levels are common and accepted in high-density urban areas such as San Francisco.

### **C. MITIGATION MEASURES**

Mitigation measures identified in this EIR or in the Initial Study as necessary to mitigate significant environmental effects are listed below. Mitigation measures would reduce but not eliminate significant transportation (project and cumulative) impacts.

## MEASURES IDENTIFIED IN THIS EIR

### Transportation

Traffic generated by the proposed development project would result in significant impacts to one nearby intersection. Because operations at this and other intersections near the development site are dictated by the operations at the Bay Bridge and freeway on-ramps, and because existing intersections can not be widened to increase capacity without demolishing existing occupied buildings, mitigation measures for the intersection of Fremont and Harrison Streets would be infeasible and have not been recommended. The impact would be significant and unmitigable. This EIR identifies mitigation measures that would reduce but not eliminate this significant impact.

Full buildout with the requested rezoning would result in significant traffic impacts at three intersections: Main and Harrison Streets, Fremont and Harrison Streets, and Second and Folsom Streets. The development project would contribute considerably to 2020 future cumulative conditions and would have a significant impact at Fremont and Harrison Streets and Main and Harrison Streets. For the same reasons as discussed above, intersection improvements to mitigate these impacts would be infeasible. To help mitigate the project's contribution to cumulative impacts, the following mitigation measure shall be required by City decision-makers:

1. The project sponsor may be requested to contribute to a new Integrated Transportation Management System (ITMS) being implemented by the Department of Parking and Traffic. This program is a citywide real-time electronic transportation management system that is planned to include installation of various intelligent transportation system infrastructure components to improve traffic circulation in the City. The program is planned to monitor and manage traffic by receiving real-time information at a Traffic Management Center via closed-circuit television cameras.

Implementation of the ITMS program will improve overall traffic conditions and reduce traffic congestion in the City, including in the South of Market area where the project is located. By improving overall traffic conditions and reducing traffic congestion, the ITMS would facilitate circulation in the project area and thereby reduce impacts of the project under 2020 cumulative conditions somewhat. It cannot be said with certainty, however, that implementation of the ITMS program would be sufficient to reduce 2020 cumulative impacts to less-than-significant levels.

## MEASURES THAT ARE INCLUDED IN THE PROPOSED PROJECT

Implementation of the following measures would reduce impacts to less-than-significant levels. These measures were identified in the Initial Study.

### Noise

2. It is unlikely that pile driving would be required for this development project; however, should it be necessary to install pile foundations, the project sponsor shall require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions. Contractors shall be required to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor shall also require that contractors schedule pile-driving activity for times of the day that shall be consistent with the Noise Ordinance.

### Construction Air Quality

3. The project sponsor shall require the contractor(s) to spray the development site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

### Geology/Topography

4. The project sponsor shall ensure that the construction contractor conducts a pre-construction survey of existing conditions and monitors any adjacent buildings for damage during construction, if recommended by the geotechnical engineer in the foundation investigations.

If dewatering is necessary, the final foundation report shall address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the foundation report shall determine whether or not a lateral movement and settlement survey shall be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the



San Francisco Building Code) shall be retained by the project sponsor to perform this monitoring. Instruments shall be used to monitor potential settlement and subsidence. If, in the judgement of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor shall delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street shall be borne by the project sponsor.

If dewatering is necessary, the project sponsor and its contractor shall follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.

The project sponsor and its contractor shall follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems shall be modified as necessary in the event that substantial movements are detected.

### **Water Quality**

5. The project sponsor shall ensure that groundwater from development site dewatering and stormwater runoff meets the discharge limitations of the City's Industrial Waste Ordinance by carrying out the following:

If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

If dewatering were necessary, groundwater pumped from the development site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission to reduce the amount of sediment entering the combined sewer system.

The project sponsor shall require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.

### **Hazards**

6. In addition to local, state, and federal requirements for handling hazardous materials, the project sponsor shall enter into a voluntary agreement with the San Francisco Department

of Public Health to undertake the following work and any additional requirements imposed by the Department of Public Health under the agreement.

Prior to initiating any earth-moving activity at the development site, the project sponsor shall consult with the San Francisco Health Department to determine whether additional soil sampling shall be necessary under Public Works Code Article 20 (the Maher Ordinance). Disposal of excavated soils shall comply with existing local, state, and federal regulations. If determined to be necessary, a Site Safety and Health Plan shall be prepared. In addition to measures that protect on-site workers, the Plan shall include measures to minimize public exposure to contaminated soils. Such measures shall include dust control, appropriate site security, restriction of public access, and posting of warning signs, and shall apply from the time of surface disruption through the completion of earthwork construction.

The project sponsor shall provide all reports and plans prepared in accordance with Mitigation Measure 5 to the San Francisco Department of Public Health and any other agencies identified by the Department of Public Health. When all hazardous materials have been removed from the development site, and soil analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and the Department of Public Health (and any other agencies identified by the Department of Public Health) a report stating that all hazardous materials have been removed from the development site, and describing the steps taken to comply with this mitigation measure. Any verifying documentation shall be attached to the report. The report shall be certified by a Registered Environmental Assessor or similarly qualified individual.

### **Archaeological Resources**

The following mitigation measure for archaeological resources has been revised and expanded since publication of the Initial Study; the approach to mitigation has not changed, but more detailed procedures have been included. The project sponsor has agreed to carry out the measure as revised.

7. Based on a reasonable presumption that archaeological resources may be present within the development site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed development project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the ERO. All plans and reports to be prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this

measure could suspend project construction activities for up to a maximum of four weeks. At the direction of the ERO, the suspension of project activities can be extended beyond four weeks only if such a suspension is necessary and is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sec. 15064.5 (a)(c).

*Archaeological Testing Program.* The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources, to identify any archaeological resources found, and to evaluate the significance of any archaeological resources found as an historical resource.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant determines that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, the project sponsor shall have the option to either:

- A) re-design the project so as to avoid any adverse effect on the significant archaeological resource; or
- B) implement a data recovery program.

*Archaeological Monitoring Program.* If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;



- The archaeological monitor(s) shall be present on the development project site until the ERO has, in consultation with the project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the resource is evaluated. If in the case of pile-driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile-driving activity may affect an archaeological resource, the pile-driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources were encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

*Archaeological Data Recovery Program.* The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit the draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes will address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed development project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.

- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing development activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archaeological Resources Report.* The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO evaluating the historical importance of the archaeological resource and describing the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s). Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

## **IMPROVEMENT MEASURES**

Improvement measures are actions or changes that would reduce effects of the project that were found through the environmental analysis to have less-than-significant impacts. Improvement measures identified in the EIR may be required by decision-makers as conditions of project approval.

### **Wind**

Though there were no significant wind impacts found during the wind study analysis, there are recommendations to improve pedestrian use and sitting area comfort criteria for the development project.

Wind-sheltering elements, such as wind-tolerant landscaping, or porous structures like screens, latticework, or perforated metal, should be planted or constructed on the podium-level open spaces and private outdoor terraces to reduce wind impacts and improve usability of outdoor sitting and eating areas.

During the final design process, a qualified meteorologist should be consulted to reduce ground-level wind speeds as much as possible and produce a report for review by the San Francisco Planning Department that could include suggested wind-reduction mitigation measures to be incorporated into the design prior to the issuance of final building permits.

## **D. ALTERNATIVES**

In compliance with CEQA requirements, this EIR analyzes a reasonable range of project alternatives that would reduce or eliminate one or more significant impacts of the project. These alternatives include: No Project; No Traffic Impacts; Existing Height and Bulk Controls; and Reduced Development under Requested Rezoning. No alternative sites have been identified where the project could be constructed and meet most of the project sponsor's objectives and where the project's environmental effects would be reduced to less-than-significant levels or eliminated.

Project decision-makers must consider approval of an alternative instead of the proposed project if that alternative would reduce or eliminate significant impacts of the project and is determined to be feasible. The determination of feasibility will be made by City decision-makers on the basis



of substantial evidence in the record, which will include, but not be limited to, information presented in the EIR and in comments received on the Draft EIR.

#### **ALTERNATIVE A: NO PROJECT**

If the No Project Alternative were implemented and existing physical conditions at the development site were to continue for the foreseeable future, none of the impacts associated with the development project would occur. By 2020, without the project, cumulative growth at other locations in Downtown would create substantial increases in commute travel, causing significant traffic impacts similar to those described in Section III.C, Transportation.

#### **ALTERNATIVE B: NO TRAFFIC IMPACTS**

Alternative B would include a change in zoning from P to RC-4 on the development site, as requested for the proposed development project, but would not include any changes to the existing height and bulk limits or to the existing Residential subdistrict controls in the Rincon Hill SUD. Development in this alternative would include a substantially smaller building, with about 260 residential units in two mid-rise towers, 30,000 gsf of ground-floor retail space, and about 310 parking spaces in two subsurface levels. About 270 replacement parking spaces for use of the U.S. Government would be provided on two levels in the building base.

This alternative would change land uses on the development site from surface parking to mixed residential and commercial uses, as with the proposed development project. Land use densities would be substantially less than those of the proposed development. Tower heights would be less than 200 feet, about one-half of the heights proposed in the development project. Thus, this alternative would be shorter than most newer residential buildings in the Rincon Hill area, and would have substantially less visual impact compared with the proposed development project.

Traffic impacts under Alternative B would be reduced compared to the proposed development project. Alternative B would reduce trip generation by about 50 percent and would eliminate the traffic impacts caused by the development project. As with the development project, this alternative would not cause significant impacts on transit systems, pedestrian conditions or bicycle conditions, nor would it cause significant air quality impacts.

Alternative B would create less shadow on nearby sidewalks and open space than the proposed development, and would be unlikely to cause greater ground-level wind speeds than the proposed development.

Residents and employees in Alternative B would generate a demand for goods and services in the vicinity, but in substantially smaller amounts than with the proposed development project. No growth would be induced at the 300 Spear Street site.

Alternative B would be the environmentally superior alternative, because it would reduce traffic impacts to less-than-significant levels.

#### **ALTERNATIVE C: EXISTING HEIGHT AND BULK CONTROLS**

The Existing Height and Bulk Controls Alternative would include a change in zoning from P to RC-4 on the development site, as requested by the proposed project. It would not change existing height or bulk districts or introduce a new subdistrict. Shorter towers would be constructed, in conformity with existing height, bulk and tower separation limits. This alternative would include all of the same land uses as the proposed development project in a scaled-down version of development compared to the proposed development project. Accordingly, this alternative would include smaller amounts of commercial space and fewer residential units than the proposed development project. One parking space would be provided for each residential unit, as for the proposed development project, and one space would be provided for each 1,500 sq. ft. of commercial space as required in the Residential subarea. This alternative would include replacement parking for U.S. Government, as is proposed for the development project.

Alternative C proposes a development that would total approximately 839,300 gsf that would consist of about 385 residential units (approximately 560,700 gsf) and about 41,000 gsf of retail space. It would have about 410 parking spaces in three levels of underground parking (approximately 226,900 gsf), and about 270 replacement parking spaces for the use of the U.S. Government in two additional subsurface levels.

Alternative C would include less square footage and fewer residential units than the proposed development project. Development potential on the 300 Spear Street site would remain unchanged because the existing P (Public) zoning would remain for that lot. Overall, land uses would change in a similar manner as described for the proposed development, but the change would result in comparatively lower density and lower intensity than proposed by the development. Unlike the proposed development, this alternative's comparatively lower heights would make it similar to heights of nearby mixed-use residential projects in Rincon Hill; this would result in substantially lesser visual and urban design effects, compared to the proposed development.

Traffic impacts under Alternative C would be reduced compared to the proposed development project. The intersection of Main and Harrison Streets would worsen from LOS D to LOS E, as with the proposed development project. Development with this alternative would contribute about 35 percent less traffic to future growth at nearby intersections under 2020 cumulative conditions, and thus would not contribute to significant cumulative traffic impacts unlike the proposed development. No significant impacts to transit, pedestrian conditions or bicycle conditions would occur, as with the proposed development project, nor would the alternative cause significant air quality impacts.

The total length of shadows created by the Beale Street and Main Street towers under the alternative would be reduced in proportion to their reduction in height. Shadow would not reach Rincon Park, would reach the southernmost portion of the open space at 221 Main Street, and would not create any net new shadow on Hills Plaza. Given that building heights under Alternative C would be less, it is possible that wind speeds would decrease. As with the proposed development project, hazardous wind conditions would not be created under this alternative.

Residents and employees in Alternative C would create demand for goods and services in the vicinity, but this demand would be much reduced compared to that of the development project. No growth would be included on the site of the 300 Spear Street parking lot because the P (Public) District would remain unchanged at that location.

#### **ALTERNATIVE D: REDUCED DEVELOPMENT UNDER REQUESTED REZONING**

Alternative D would include the same requested rezoning provisions as the proposed project, with fewer residential units, the same amount of retail space and fewer parking spaces than in the development project. A provision would be added that would allow for an increased tower height to 450 feet when a single tower is proposed on a large site where two towers would otherwise be permitted. The four-story building base would contain 30,000 gsf of retail space, a residential lobby, parking access, a loading area and parking. The tower would contain about 520 residential units. There would be about 580 parking spaces to serve the development uses in three below-grade parking levels and one level in the building base. Replacement parking for use of the U.S. Government would be provided on two levels in the building base. A through-block pedestrian walkway would be provided connecting Spear and Main Streets, as with the proposed development project.

This alternative would result in the same land use changes as in the proposed development project, with slightly reduced densities. Alternative D would have visual impacts similar to the proposed development project when viewed from a distance. When viewed from surrounding



streets, it would appear considerably less dense because it would have a single slightly taller tower above the building base instead of two towers. The base building would be substantially shorter and would not conform to the five- to eight-story streetwall height established by surrounding buildings.

The approximately 37 percent reduction in p.m. peak hour vehicle trips would not be sufficient to reduce traffic impacts to less-than-significant levels. All other transportation and air quality impacts would not be significant, as with the proposed development project.

Alternative D proposes a single tower, which would cast shadow on nearby sidewalks and open space for a shorter duration than would the proposed two-tower development. The total length of shadow created by the single tower would be increased in proportion to the increase in height. A reduced building base under Alternative D would create proportionally less shadow on nearby sidewalks, particularly those on Folsom and Main Streets. The Alternative D tower would not create any net new shadow on Hills Plaza. Wind speed conditions in Alternative D would be expected to increase over existing wind speeds.

Residents and employees in Alternative D would generate a demand for goods and services in the vicinity, but in reduced amounts compared with the proposed development project.



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## II. PROJECT DESCRIPTION

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### A. INTRODUCTION

The project sponsor proposes the rezoning of parcels in the Rincon Hill neighborhood (the “rezoning project”) and a residential development of approximately 1,500,000 gross square feet (gsf) at 201 Folsom Street (the “development” project). The property is currently used as a paved parking lot by the United States Postal Service (USPS) Annex and other government agencies for 270 vehicles. The rezoning project includes rezoning part of Lot 1 in Assessor’s Block 3746 and Lots 1 and 8 in Assessor’s Block 3745 from the existing P (Public) to a zoning district that allows private development. The project sponsor proposes rezoning from P (Public) with height limits of 150 and 200 feet to RC-4 (Residential-Commercial Combined: High-Density) with a 300- and 400-foot height limit. In addition, the project sponsor requests a Planning Code text amendment to create a new Residential/Commercial subdistrict under the Rincon Hill Special Use District overlay, and amendments to the *Rincon Hill Area Plan*, a part of the *San Francisco General Plan*. The request for rezoning has been made in conjunction with development proposed at 300 Spear Street on Assessor’s Block 3745, Lot 1, that would be a part of the rezoned area. The third parcel requested to be rezoned is 345 Main Street, Lot 8 in Assessor’s Block 3745, the remaining privately owned lot in the existing P district.

The development portion of the project would consist of up to 820 residential units (about 910,000 gsf) and about 30,000 gsf of retail space. It would include about 880 enclosed parking spaces and five loading spaces for the use of the development, and about 270 enclosed replacement parking spaces for the use of the USPS and other government agencies. An 80-foot-tall building base would cover the site. Two residential towers would rise above the building base to total heights of approximately 350 feet and 400 feet above the ground level. The project would require a subdivision of Lot 1 to separate the development site from the Postal Service Annex.

### B. OBJECTIVES OF THE PROJECT SPONSOR

San Francisco has a chronic housing shortage that causes many residents to leave the City and limits the ability of people employed in the City to live in the City. According to the project sponsor, Tishman Speyer Properties, the 201 Folsom Street project, along with the proposed rezoning of portions of Assessor’s Blocks 3745 and 3746, is designed to accommodate a portion

of the demand for housing close to downtown that is near transit, jobs and cultural institutions, and supported by neighborhood-serving retail space.

Currently, residential development close to downtown is limited because several of the largest potentially developable properties in Rincon Hill adjacent to Downtown are zoned P (Public Use), a district that does not permit private residential development. If these properties were rezoned for private development with increased height limits, and other amendments were adopted, high-rise residential projects like the development project and the proposed 300 Spear Street could be constructed. Development of these rezoned properties is also anticipated to be a catalyst to promote the development of other vacant or underutilized sites in the Rincon Hill and adjacent areas.

General Objectives of the Project Sponsor include the following:

- Provide a large amount of high-density housing near Downtown accessible to various modes of public transportation, thereby meeting the objective in the *Rincon Hill Area Plan* to convert an underutilized and outmoded industrial area to a residential neighborhood close to downtown that would contribute significantly to the City's housing supply;
- Provide an appropriate mixture of retail space and space for personal services to support new residential development, and to provide employment opportunities;
- Rezone portions of Assessor's Blocks 3745 and 3746 (including the project site) from P to RC-4 and create a new Residential/Commercial subdistrict under the Rincon Hill Special Use District Overlay that would allow the proposed high-density residential/commercial development;
- Create a high-quality, master-planned development project with a consistent theme and identity;
- Create a high-rise residential building with stepped and tapered tower silhouettes that would enjoy dramatic views of the Bay, the Bay Bridge and the downtown area, while protecting views through the area from other vantage points, avoiding excessive screening of downtown views from the bridge and minimizing shadowing of open space;
- Allow flexibility in development plans to respond to market conditions and other factors;
- Provide adequate on-site parking resources to meet the needs of the project, in consideration of area-wide parking demands and constraints.

To facilitate and achieve balance among the general objectives, the project sponsor has established specific programmatic objectives as follows:

- Provide up to 820 residential units above ground-floor retail, with required parking including spaces at 1:1 ratio for residential units, and sufficient parking to serve viable retail uses;
- Provide 270 below-grade replacement parking spaces for the use of the U.S. Government;
- Incorporate common and private open space that meets or exceeds City requirements.

### C. PROJECT LOCATION

The area requested to be rezoned is in the Rincon Hill Plan area of San Francisco. The development site is two blocks (about 520 feet) west of The Embarcadero and San Francisco Bay.<sup>1</sup> The anchorage of the San Francisco - Oakland Bay Bridge is one block to the south. In the vicinity of the site are the southeastern portion of Downtown San Francisco and the San Francisco Transbay Terminal to the north, Hills Plaza and The Embarcadero to the east, and the South of Market neighborhood to the west and south. The Rincon Point-South Beach Redevelopment Area is located two blocks northeast and one block southwest of the development site. The proposed Transbay Redevelopment Project Area is directly north of Folsom Street. The parking lot at 300 Spear Street, across Main Street, is proposed as a site for high-rise residential development, similar to the proposed development project at 201 Folsom Street. Land use in the immediate vicinity is a mix of commercial (office and retail), residential, and parking uses. Office above ground-floor retail is the predominant use to the north and east, and residential above ground-floor retail/office is the predominant use to the south and west.

The 201 Folsom Street project site is currently a 275-foot by 275-foot surface parking lot on the south side of Folsom Street and occupies a total land area of approximately 1.7 acres or 75,625 square feet (sq. ft.). It is located on the northern portion of Assessor's Block 3746, Lot 1, which is the block bounded by Beale, Folsom, Main and Harrison Streets. (See Figure 1: Project Location.) The site slopes slightly up toward Harrison and Beale Streets. The adjacent eight-story USPS Annex building (at 390 Main Street) occupies all of the southern half of the block.

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<sup>1</sup> City streets south of and including Market Street are oriented northwest to southeast (e.g., First, Beale and Main Street) and northeast to southwest (e.g., Folsom, Harrison and Bryant Streets). To simplify the discussion of these streets, the convention of calling northwest-to-southeast streets "north-south" and calling northeast-to-southwest streets "east-west" is used in this document.



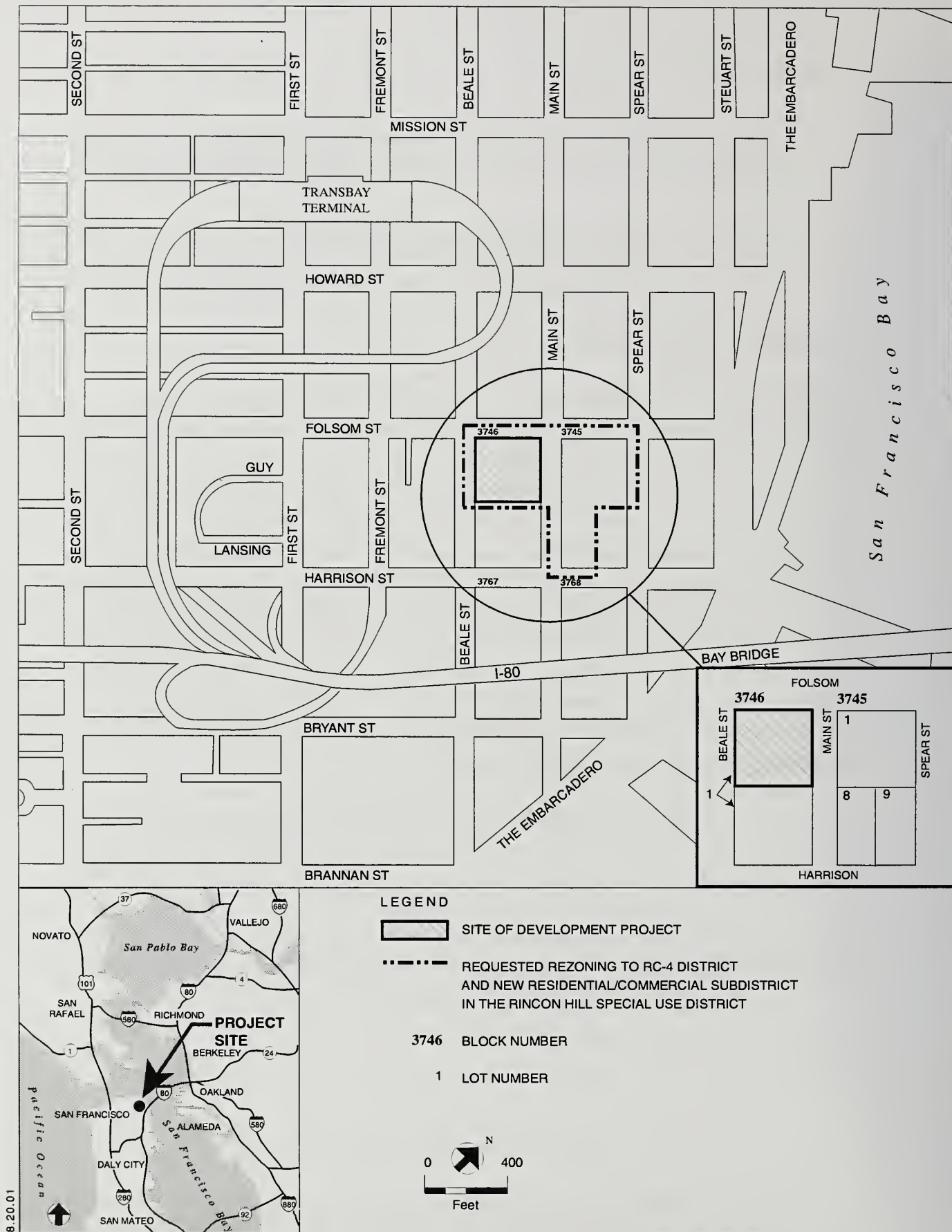


FIGURE 1: PROJECT LOCATION

The project site is currently zoned P (Public Use); it is in the Rincon Hill Special Use District (SUD) and in the 105-R, 150-R and 200-R Height and Bulk districts. (See Figure 2: Existing Zoning Districts in Project Vicinity, Figure 3: Existing Rincon Hill SUD With Its Subdistricts, and Figure 4: Existing Height and Bulk Districts in Project Vicinity.) According to Planning Code Section 234, a P district permits governmental uses as a principal use, and permits institutional, community, recreational, public utilities and temporary uses with Conditional Use (CU) authorization. Planning Code Section 249.1 designates the Rincon Hill SUD. The requested rezoning area is in the Residential subdistrict of the Rincon Hill SUD, as shown in Figure 3. Permitted uses in the Rincon Hill SUD's Residential subdistrict include multi-family housing, medical and educational institutions and hotels, with some commercial uses. Zoning is further described in Section III.A, Land Use, Zoning, and Plan Consistency.

The project site is in an area with good transit service. It is two blocks southeast of the Transbay Terminal from which AC-Transit buses serve the East Bay. It is located within two blocks of about 13 San Francisco Municipal Railway (MUNI) bus routes and 5 MUNI Metro lines; a MUNI Metro stop on The Embarcadero at Folsom Street is three short blocks east of the development site. The Bay Area Rapid Transit (BART) regional commuter rail service, located under Market Street, is three blocks north of the project site. Golden Gate Transit and SamTrans bus services to the North Bay and the Peninsula, respectively, are located two blocks north on Mission Street, and a variety of ferry services are available at the Ferry Building, about five blocks northeast of the development site.

### D. PROJECT CHARACTERISTICS

#### **Rezoning Project: Requested Rezoning and General Plan Amendments**

The project, jointly with the proposed 300 Spear Street (Project Case No. 2000.1090E), includes a request to rezone most of the P (Public) Use District, bounded by Beale Street on the west, Folsom Street on the north, Harrison Street on the south, and Spear Street on the east, to RC-4 (Residential-Commercial Combined: High Density). The requested rezoning would cover the 201 Folsom Street development site on the northern half of Block 3746, which is currently part of Lot 1. The southern portion of Block 3746, occupied by the United States Postal Service Annex (USPS), would remain as a P district. The requested rezoning would also cover the 300 Spear Street project site and the 345 Main Street site on Block 3745, Lots 1 and 8. Three Height and Bulk Districts cover the existing P district: 200-R on the northern half of both Blocks 3745 and



#### LEGEND

- SITE OF DEVELOPMENT PROJECT
- AREA REQUESTED TO BE REZONED
- ZONING BOUNDARY

**RC-4** RESIDENTIAL-COMMERCIAL COMBINED DISTRICT, HIGH DENSITY

**M-1** INDUSTRIAL DISTRICT

**P** PUBLIC USE DISTRICT

**C-3-O, C-3-R, C-3-S, C-2** DOWNTOWN AND NEIGHBORHOOD COMMERCIAL DISTRICTS



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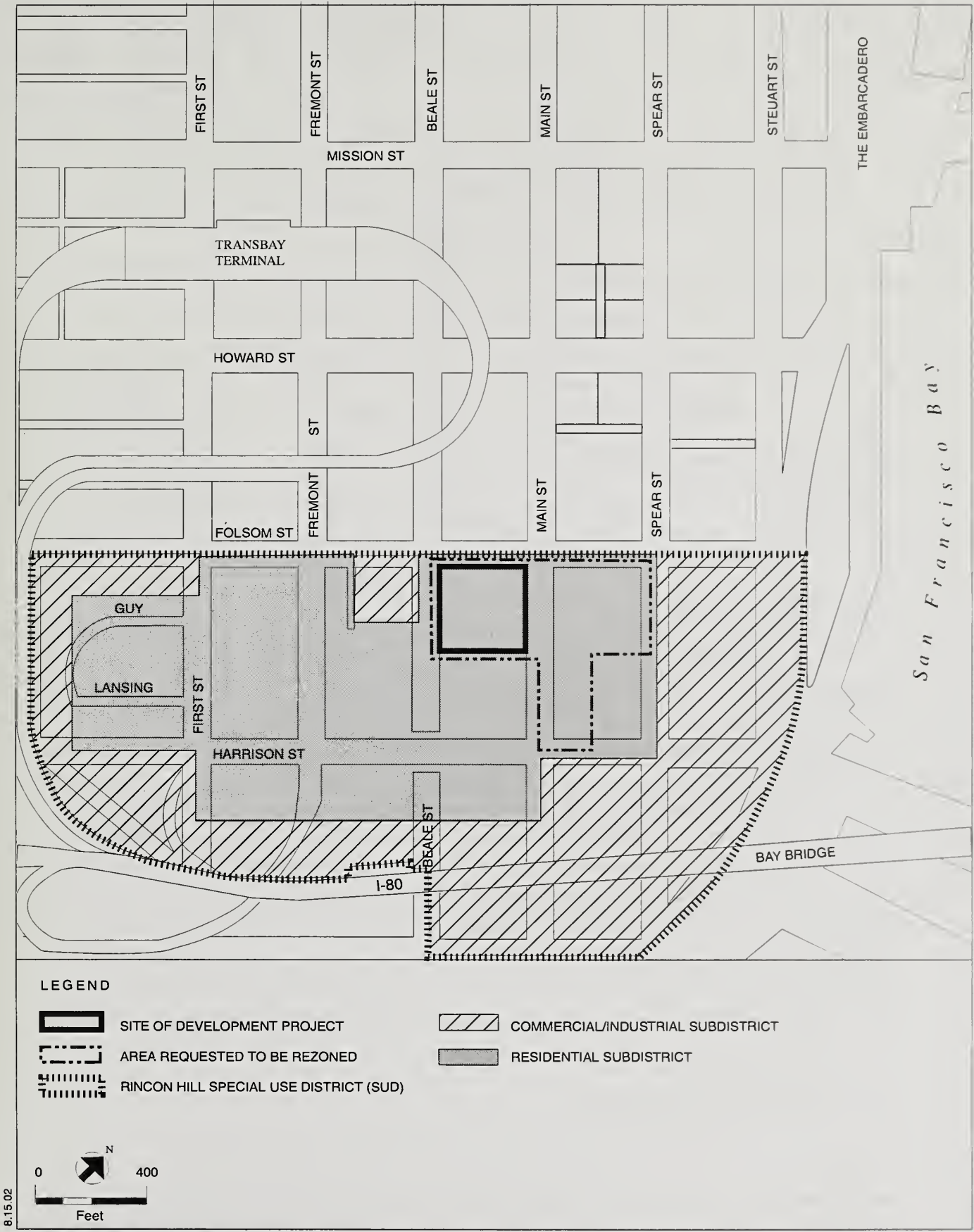
SOURCE: San Francisco Planning Code and Turnstone Consulting

201 FOLSOM STREET

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**FIGURE 2: EXISTING ZONING DISTRICTS  
IN PROJECT VICINITY**





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FIGURE 3: EXISTING RINCON HILL SUD WITH ITS SUBDISTRICTS





3746, 105-R on the southern half of Block 3745, and 150-R on the southern portion of Block 3746. Blocks 3745 and 3746 are in the Residential subdistrict of the Rincon Hill Special Use District (SUD) and therefore subject to the provisions of Planning Code Section 249.1.

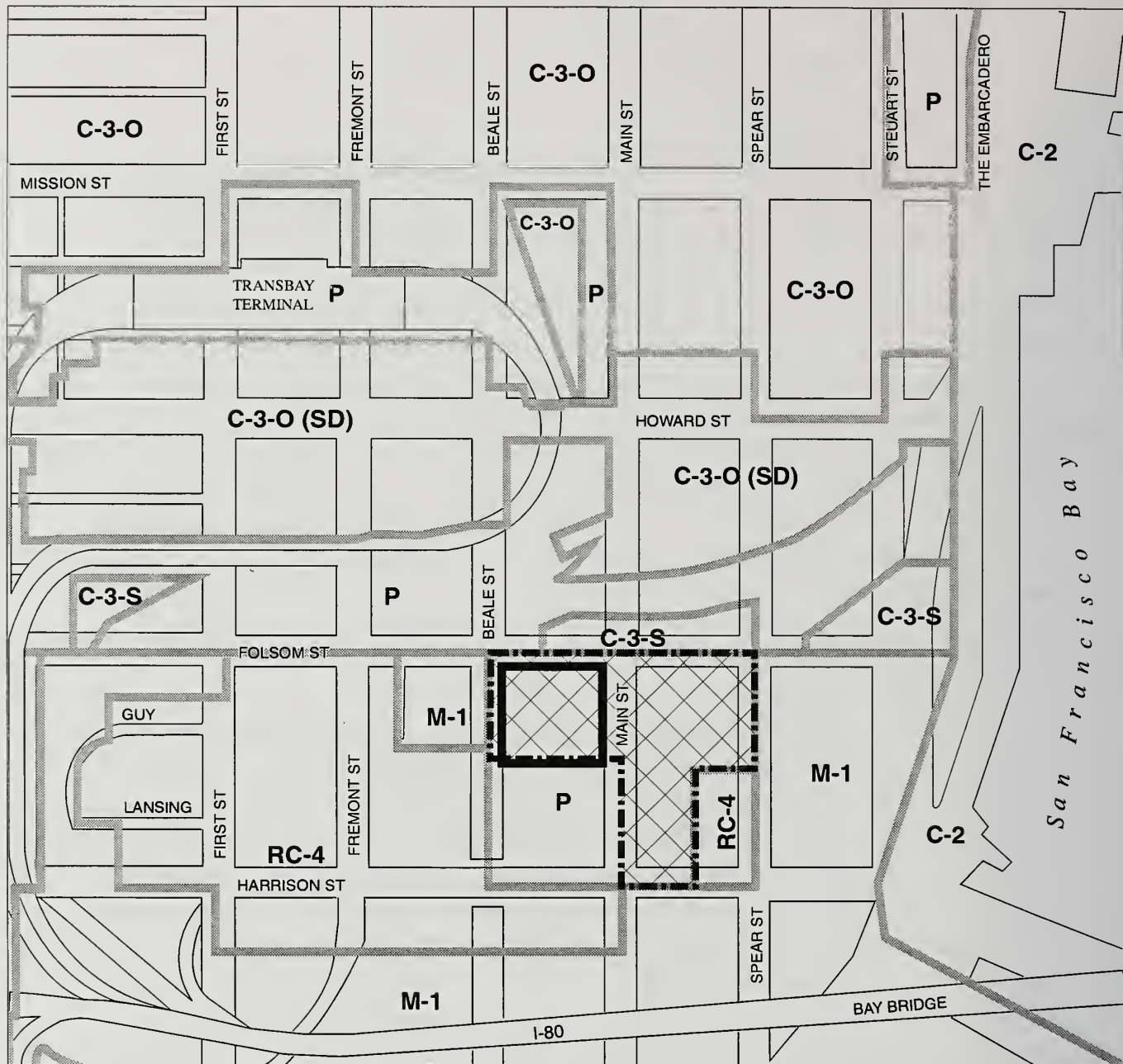
The proposal for the 201 Folsom Street project does not include the maximum amount of commercial space that would be allowed under the requested rezoning. Under full buildout, 130,000 gsf of commercial space could be constructed on the site in addition to the residential and retail uses proposed by the project sponsor. The additional commercial space in the full development scenario on the 201 Folsom Street site was assumed to be office space, located in the building base; about 85 additional parking spaces would be required to serve the office space. To accommodate the office space in the building base, parking on the above-grade levels (second to the sixth floor) would be moved to the three additional subsurface parking levels that would be built (adding up to a total of six subsurface parking levels). The effects of the full development potential under the requested rezoning are considered in the Transportation and Air Quality Sections of this EIR, in conjunction with the adjacent proposed 300 Spear Street.<sup>2</sup>

The requested rezoning would change most of the P district to RC-4 under the Rincon Hill SUD and would add a new Residential/Commercial subdistrict to the Rincon Hill SUD. (See Figure 5: Requested Zoning District and Figure 6: Requested Residential/Commercial Subdistrict in the Rincon Hill SUD.) Under Rincon Hill SUD controls in Planning Code Section 249.1, the minimum residential-to-commercial ratio of 6:1 (six sq. ft. of residential space for every one sq. ft. of commercial space) that applies to the existing Residential subdistrict would be applied to the new Residential/Commercial subdistrict. The new Residential/Commercial subdistrict is requested with modifications and additions to permitted uses under RC-4 as established for the Residential subdistrict in Planning Code 249.1(c). Under the requested rezoning, the uses allowable in the Residential/Commercial subdistrict would be broader than the uses permitted in the current RC-4 zoning for the Residential subdistrict. Unlike the RC-4 district, all institutional and community facilities uses would be permitted as of right. In addition, vehicle storage and use would be subject to Planning Code Section 223(a), (m) and (p). Retail, office, home and business services and entertainment uses would be allowed, subject to the overall 6:1 ratio between residential and commercial uses.

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<sup>2</sup> The property at 345 Main Street is also in the P District. A Conditional Use authorization was approved in July 2000 for private telecommunications/utility use, as permitted in a P district. The building was substantially remodeled to accommodate this use. Because the site is privately owned, it has been included in the area to be rezoned although no redevelopment of this site is contemplated in the reasonably foreseeable future. The 300 Spear Street project already proposes the maximum amount of development.





#### LEGEND



SITE OF DEVELOPMENT PROJECT



REQUESTED RC-4 DISTRICT



ZONING BOUNDARY

**RC-4** RESIDENTIAL-COMMERCIAL COMBINED DISTRICT, HIGH DENSITY

**M-1** INDUSTRIAL DISTRICT

**P** PUBLIC USE DISTRICT

**C-3-O, C-3-R, C-3-S, C-2** DOWNTOWN AND NEIGHBORHOOD COMMERCIAL DISTRICTS

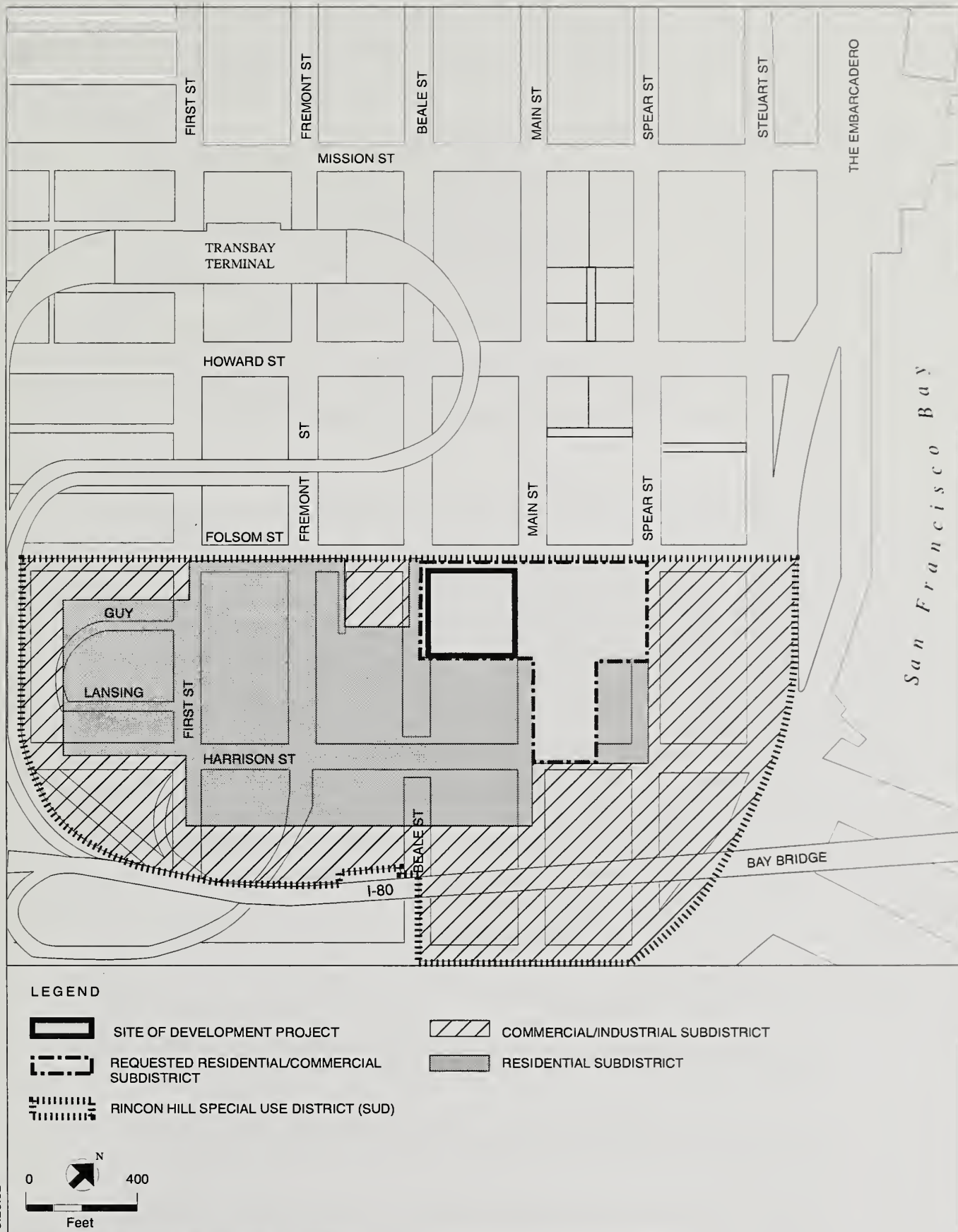


SOURCE: San Francisco Planning Code and Turnstone Consulting

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FIGURE 5: REQUESTED ZONING DISTRICT



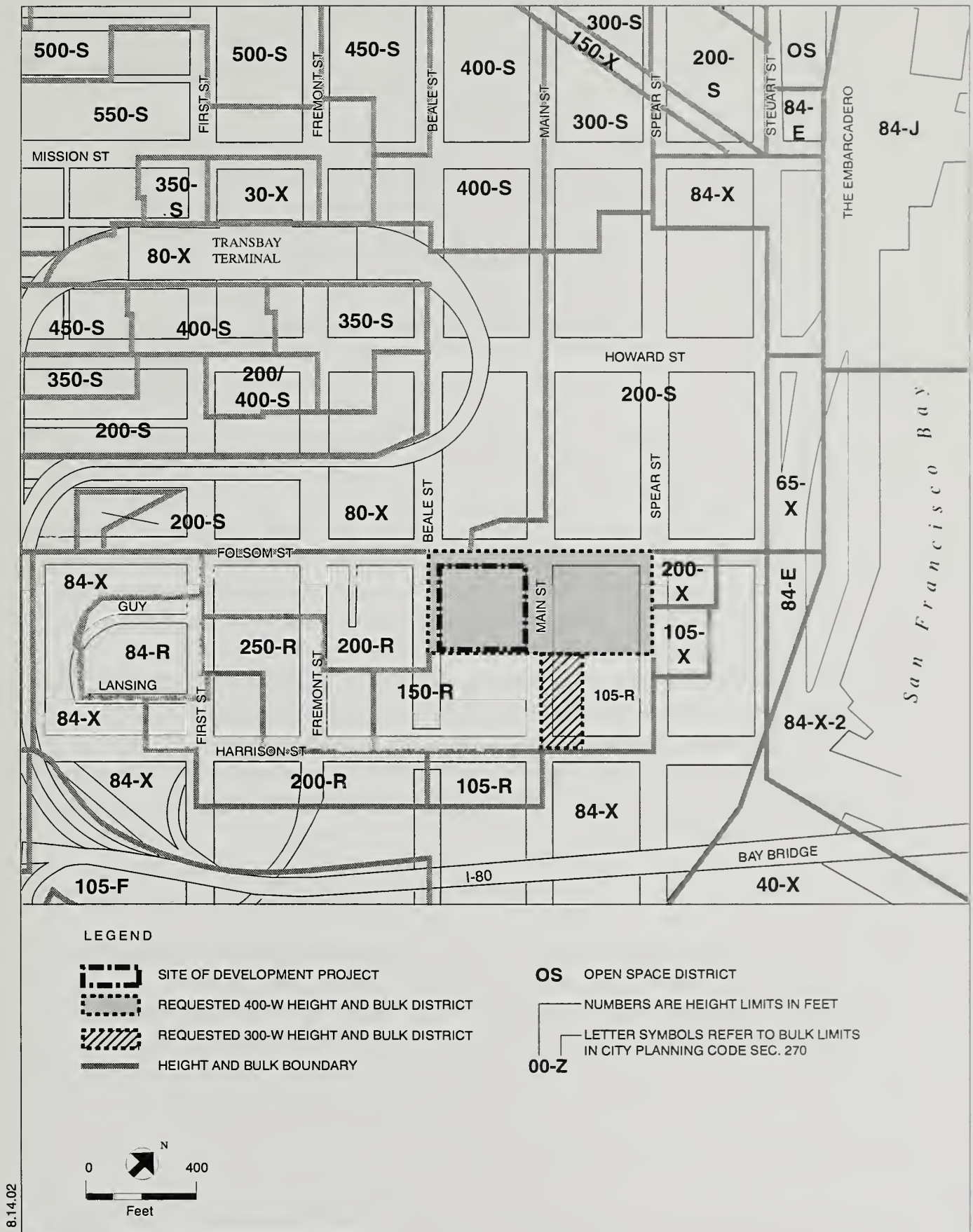
The rezoning request would establish requirements for parking at a maximum of one parking space per residential unit. Parking requirements for retail uses would be a maximum of one parking space per 500 sq. ft. of retail space for the first 60,000 sq. ft. of retail; parking for retail space in excess of 60,000 sq. ft. would be a maximum of one parking space per 1,500 sq. ft. of retail space. Parking requirements for office uses would be a maximum of one parking space per 1,500 sq. ft. of office space. Open space requirements would be at 1:50 for non-residential uses, and 36 sq. ft. of private open space per unit, with a ratio of 1.33 of common usable open space for each residential unit that may be substituted for private open space. Up to 40 percent of the open space requirement for residential uses may be met by providing private open spaces for the exclusive use of residents. (See Appendix B: Requested Amendments to Planning Code and General Plan.)

A height limit change from 105, 150, and 200 feet to 300 and 400 feet has been requested. (See Figure 7: Requested Height and Bulk Districts.) A minimum of a 50-foot height differential would be required between towers if two towers are proposed on the same site (that is if one tower is 400 feet, the other tower could be a maximum of 350 feet). The existing bulk limit would be changed from R to a new “W” bulk limit. The proposed bulk limits would establish a maximum plan length of 110 feet and a maximum diagonal length of 125 feet for buildings up to 300 feet tall, and a maximum plan length of 115 feet and a maximum diagonal length of 145 feet for buildings over 300 feet tall. A 10 percent volume reduction would be required for the upper portion of towers over 300 feet tall. Above the building base on Folsom Street, at least 50 percent of the 275-foot building frontage would be required to be set back a minimum of 12.5 feet. The rezoning would permit 100 percent site coverage for the building base. The rezoning request would establish requirements for a minimum separation of 82.5 feet between the towers above a height of 80 feet, if two towers are proposed on the same site.

*General Plan* amendments have been requested to address the proposed “Residential/ Commercial subdistrict” provisions and related changes within the *Rincon Hill Area Plan*. The amendments to the *Rincon Hill Area Plan* include:

- amending several Objectives to add reference to the proposed new Residential/ Commercial subdistrict and amending Map 3, “Land Use”;
- deleting portions of Objective 20 Policies that call for narrowing Main Street, Beale Street, and Spear Street, and amending Map 5, “Publicly Accessible Open Space Opportunities”;
- revising separation-of-towers parameters for the proposed Residential/ Commercial subdistrict;





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FIGURE 7: REQUESTED HEIGHT AND BULK DISTRICTS

- revising existing open space requirements (1 sq. ft. per 13 sq. ft. of gross floor area of residential units) to conform with the RC-4 district's open space requirements (36 sq. ft. for each residential unit) in the proposed Residential/Commercial subdistrict of the Rincon Hill SUD; and
- revising height limits, including amending Map 4, "Height Limit."

The changes requested would eliminate the planned reduction in the width of Main, Beale and Spear Streets as recommended in Objective 13, Objective 22, and Objective 26 of the *Rincon Hill Area Plan*; would divide Rincon Hill into three subdistricts— Residential, Commercial/Industrial, and the requested Residential/Commercial— instead of the two included in Objective 3 Policies of the *Rincon Hill Area Plan*; and would amend the Land Use Plan (Map 3) to show a new Residential/Commercial subdistrict covering the 300 Spear Street, 201 Folsom Street, and 345 Main Street lots.

A new section is requested to be added to Objective 3 Policies of the *Rincon Hill Area Plan* (before "Non-Conforming Uses"). This new section would describe the Residential/Commercial subdistrict, and apply the "Residential/Commercial" designation to those properties within the rezoning project area that were previously zoned "P" but that have been or are in the process of being sold to private entities for private development. The revision to the *Rincon Hill Area Plan* would recommend that the rezoning project area (consisting primarily of two large vacant sites) be developed predominantly with high-rise residential structures built over bases that would provide a combination of residential, retail and office uses. The request would amend Height Limits (Map 4) to reflect overall height limits of 300 feet and 400 feet for the requested Residential/Commercial subdistrict.

A sentence in the *Rincon Hill Area Plan*'s Objective 5, Policies, third paragraph, that recommends reducing parking requirements in the Rincon Hill area is requested to be deleted. This change is requested to make the *Rincon Hill Area Plan* parking requirements consistent with the existing Planning Code parking requirements for Rincon Hill that provide for at least one and no more than one parking space for each dwelling unit provided in the Residential subdistrict of the Rincon Hill SUD. Changes are requested to the text of Objective 26 of the *Rincon Hill Area Plan*, Policies, to reflect a parking ratio of one parking space per 500 sq. ft. for the first 60,000 sq. ft. of retail uses instead of a parking ratio of one parking space per 1,500 sq. ft. for all commercial uses. This change is requested to make the *Rincon Hill Area Plan* parking requirements consistent with the requirements in the requested rezoning.

A minimum separation of 82.5 feet between towers, measured above 80 feet in height, would be specified in the Residential/Commercial subdistrict. This 82.5-foot tower separation is based on the predominant street width in the project vicinity. Open space area requirements under

Objective 20 Policies would be replaced with a new ratio of one net square foot of open space per 50 square feet of gross floor area for all non-residential uses, as well as a new ratio of 36 net square feet of private open space or a ratio of 1.33 of common usable open space that may be substituted for private open space for each residential unit. Sidewalk widening provided in the Plan for Assessors Blocks 3744 to 3748 would be eliminated for Blocks 3745 and 3746, and Map 6, "Pedestrian Street Locations." The full text of the proposed new subdistrict is presented in Appendix B, Requested Amendments to the Planning Code and General Plan.

### Development Project

The 201 Folsom Street development project proposes to construct an 80-foot-tall, nine-story building base, with an open terrace at the seventh level and two open terraces at the ninth level; it would have a three-level underground parking garage. Above the building base, two towers would rise 27 and 32 stories to total heights of approximately 350 feet and 400 feet above street level, excluding mechanical penthouses, respectively. The building base would contain residential uses and parking with some retail space, while the towers would contain residential uses. (See Figure 8: Development Project Site Plan.)

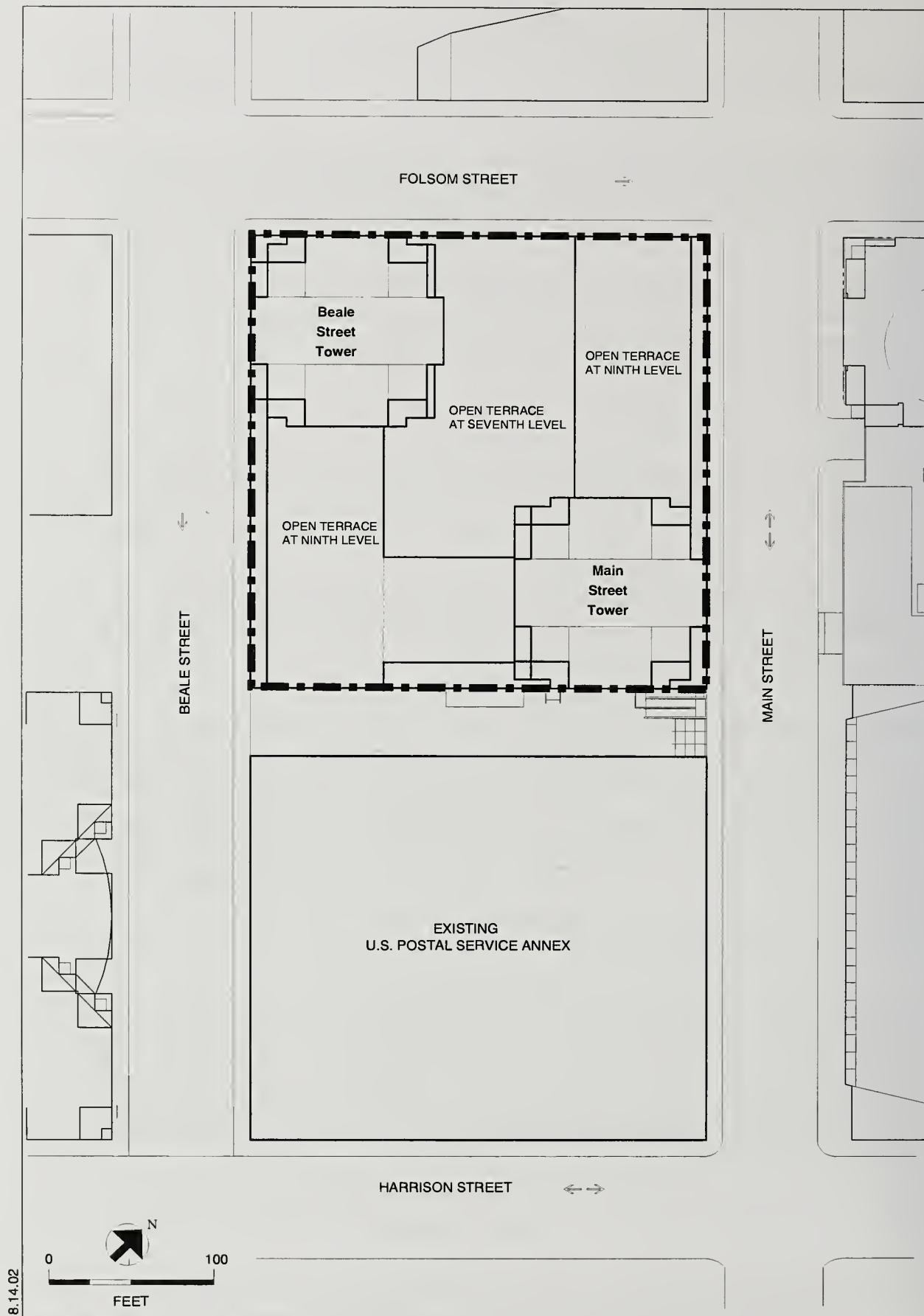
The development project would be designed as a master-planned development with a consistent architectural theme and identity. The floor area, by use, would be approximately 910,000 gsf for up to 820 residential units and about 30,000 gsf of retail space. The development project would provide about 560,000 gsf of parking, including about 880 above- and below-grade parking spaces for the residential and commercial uses and about 270 below-grade replacement parking spaces for the use of the U.S. Government.<sup>3</sup> The residential development is anticipated to be a mix of studios, one-bedroom and two-bedroom units. The prospective retail development is anticipated to be predominantly neighborhood-serving.

At the first level, the building base would be built to the property lines on Beale, Folsom and Main Streets. A 27-foot-wide service drive accessing the parking levels would run the length of the site in the southern part of the building. A 15-foot-wide pedestrian walkway (effective width 10 feet) connecting Beale Street to Main Street would parallel the service drive at the southern property line abutting the USPS Annex building. The first level would be occupied by retail

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<sup>3</sup> Currently, other government agencies are permitted to park in the USPS lot. Parking in the new development would continue to permit this.





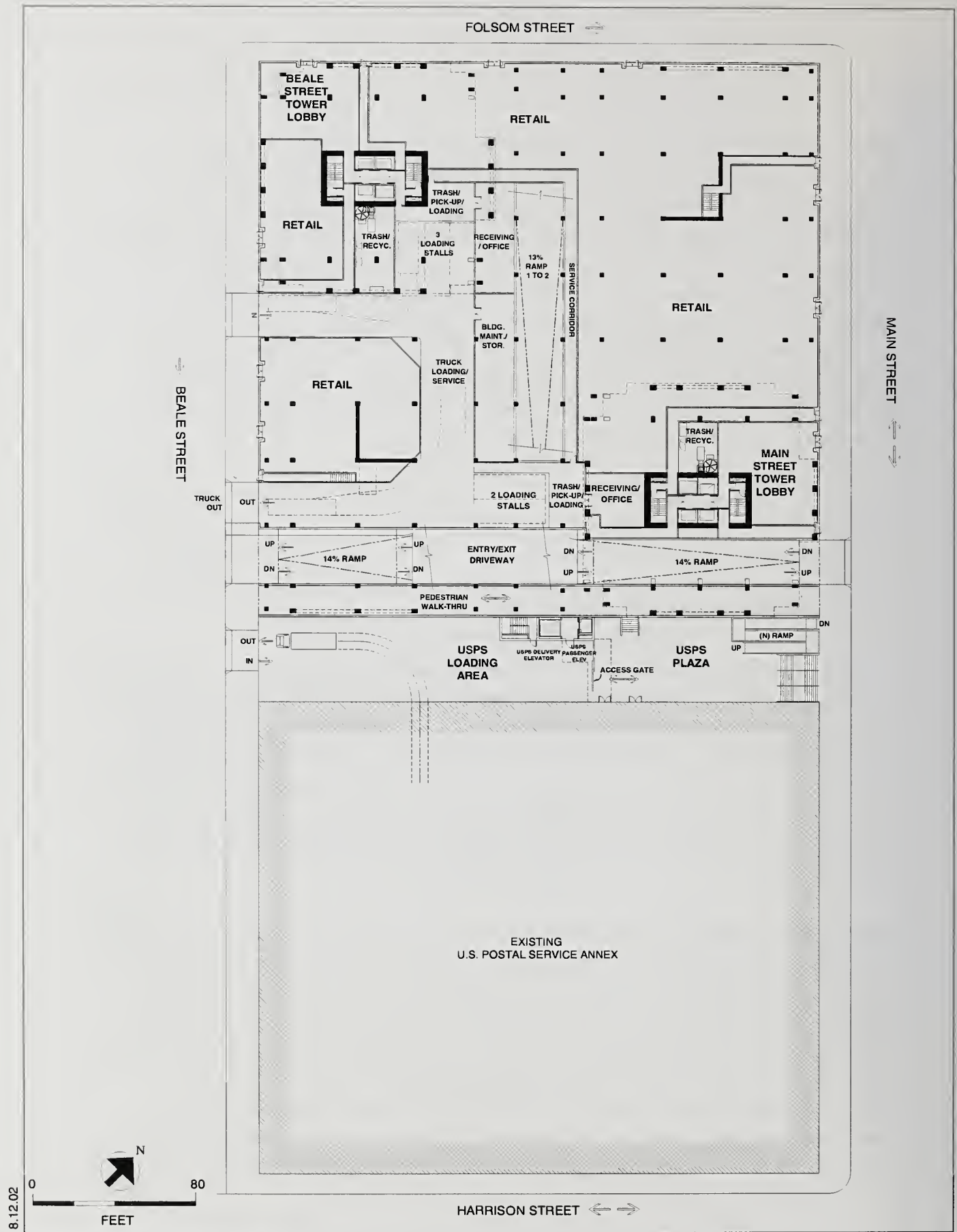
SOURCE: Heller • Manus and Turnstone Consulting

spaces, lobbies for the two residential towers, loading docks, circulation and services. (See Figure 9: First-Floor Plan.) The retail spaces would support several different potential retail users and provide a variety of amenities for residents and employees on the project site and surrounding area. The orientation and accessibility of retail spaces from Beale, Folsom and Main Streets would provide activity at the street level. The development project would include two main pedestrian entry points at the first level for residents and visitors: the Main Street residential lobby near the south east corner of the site; and the Beale Street residential lobby at the intersection of Folsom and Beale Streets. The project would request 80-foot-long, white-curb, on-street passenger loading zones (“white zones”) along both the Main and Beale Street frontages adjacent to the first-level residential lobbies. The loading dock entrance and exit, for the residential units and retail uses, would be from Beale Street.

From the second through the sixth levels, the building base would be built to the property lines on all four sides. These levels would be occupied by residential parking for the project. (See Figure 10: Typical Second- to Sixth-Floor Plan.) Above the sixth level, portions of the building base would be set back about ten feet. Private patios would be provided at these setbacks along Main and Beale Streets, for the residential units on the seventh level.

An approximately 14,750-gsf, north-south-oriented open terrace at the seventh level would bisect the building base from the seventh through the ninth levels. The terrace, incorporating landscape features such as trees and stone paving, would be open to the air up to the edge of the building base above Folsom Street. (See Figures 11 and 12: Seventh-Floor Plan and Building Section) At the seventh level, a fitness center is proposed south of the terrace exclusively for the use of residents. The fitness center would have access to a 900-gsf roof deck. Residential units would be located above the commercial uses on the seventh through the ninth levels of the building base and in both towers.

Two high-rise residential towers would be built above the building base. The towers would be set at the diagonal corners of the site to create the greatest separation between towers. (See Figures 13 and 14: Typical Mid-Level Tower Plan and Typical Upper-Level Tower Plan.) The tower fronting on Main Street near the southern property line (the Main Street tower) would be about 350 feet tall from ground level, and the tower fronting on Beale Street at Folsom Street (the Beale Street tower) would be about 400 feet tall from the ground. (See Figures 15, 16, 17, and 18: Beale Street Elevation, South Elevation, Main Street Elevation, and Folsom Street Elevation.) Each tower would have a maximum plan length of 115 feet and a maximum diagonal dimension of 145 feet. At their closest point, the towers would be a minimum of 82.5 feet apart.



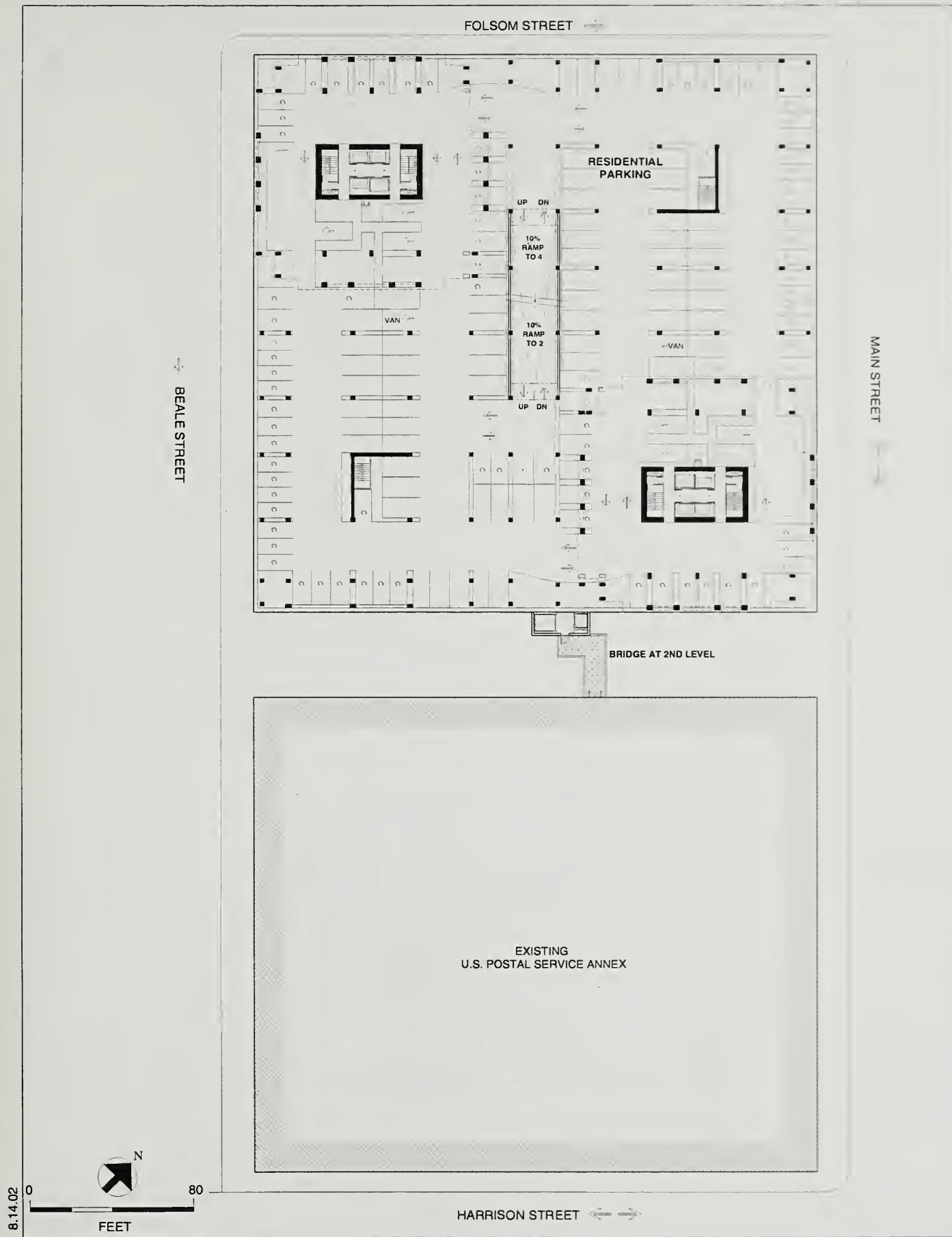
SOURCE: Heller • Manus and Tumstone Consulting

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**FIGURE 9: FIRST-FLOOR PLAN**





SOURCE: Heller • Manus and Turnstone Consulting

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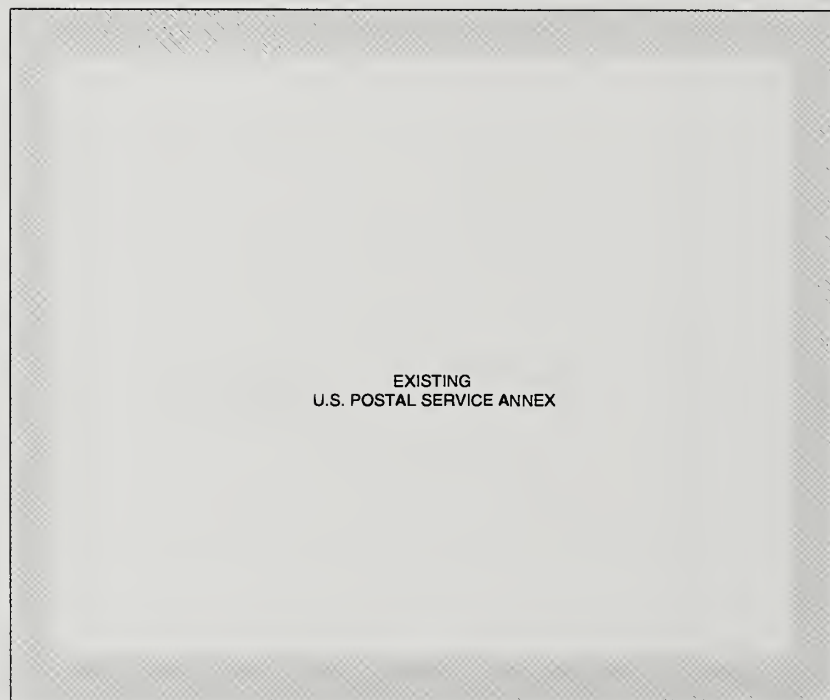
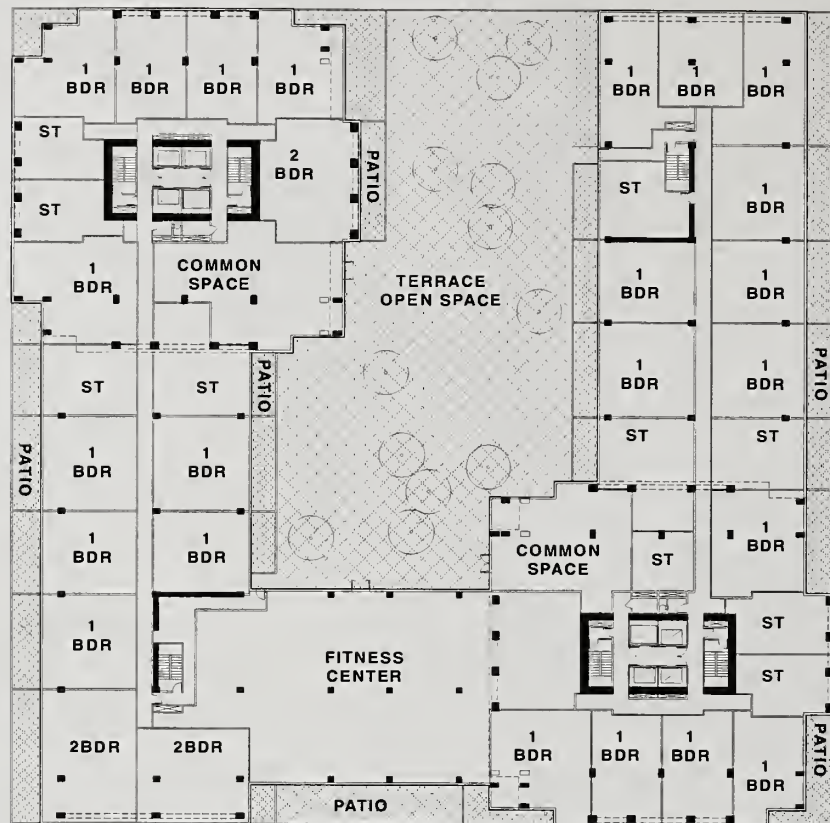
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FIGURE 10: TYPICAL SECOND- TO SIXTH-FLOOR PLAN

FOLSOM STREET →

→ BEALE STREET

MAIN STREET ↔



← HARRISON STREET



SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 11: SEVENTH-FLOOR PLAN

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SOURCE: Heller • Manus and Turnstone Consulting

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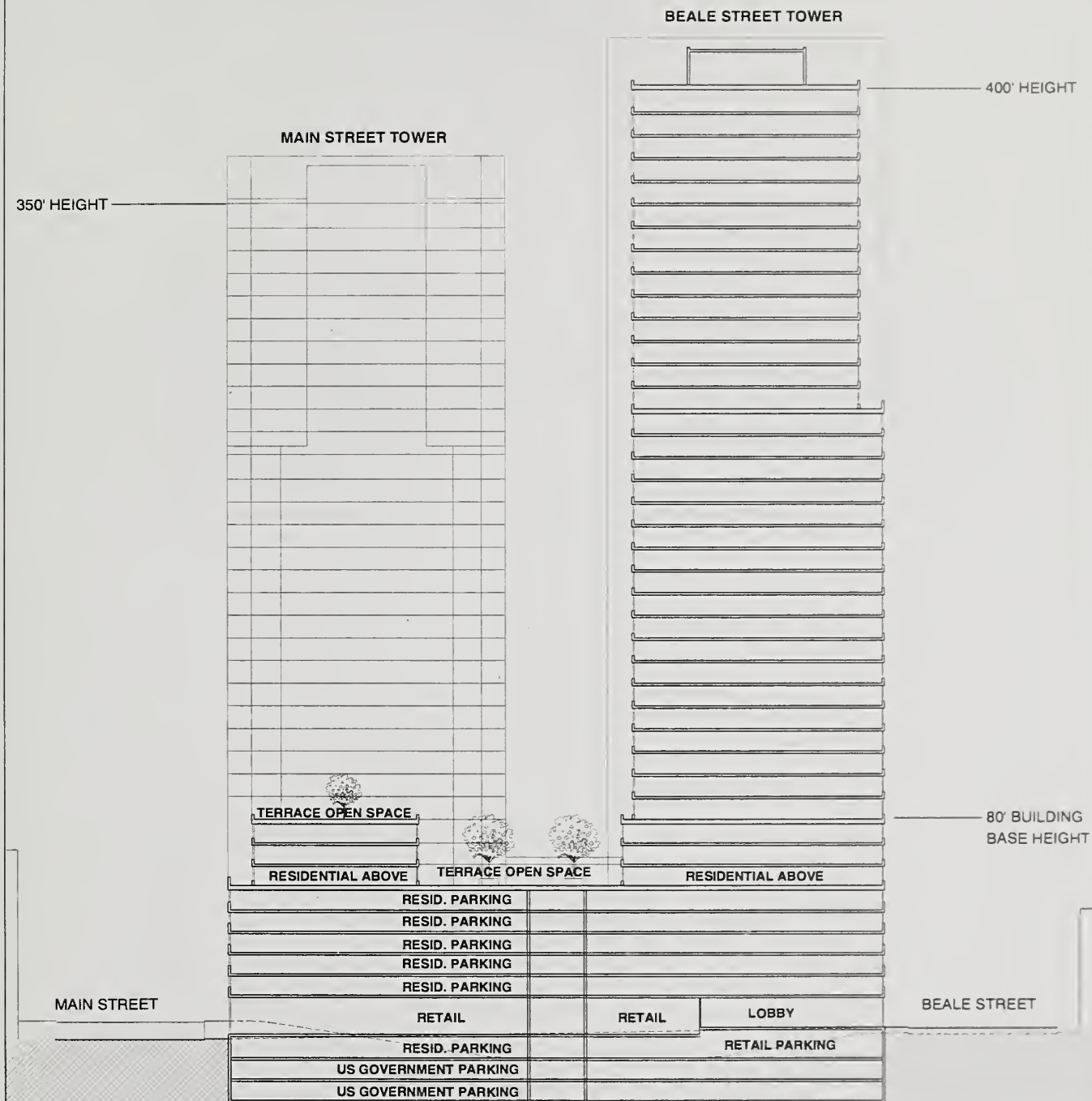


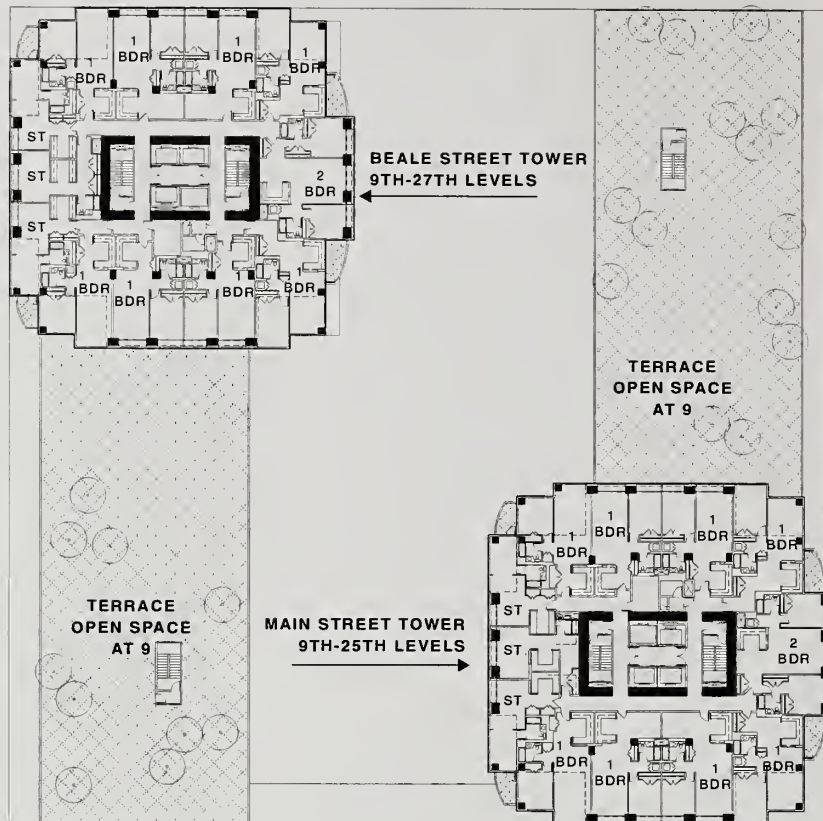
FIGURE 12: BUILDING SECTION



FOLSOM STREET

BEALE STREET

MAIN STREET



EXISTING  
U.S. POSTAL SERVICE ANNEX

HARRISON STREET

6.7.02



SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 13: TYPICAL MID-LEVEL TOWER PLAN

FOLSOM STREET

BEALE STREET

MAIN STREET

BEALE STREET TOWER  
28TH-41ST LEVELS

MAIN STREET TOWER  
26TH-36TH LEVELS

EXISTING  
U.S. POSTAL SERVICE ANNEX

HARRISON STREET



0 80  
FEET

8.14.02

SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 14: TYPICAL UPPER-LEVEL TOWER PLAN

BEALE STREET TOWER

MAIN STREET TOWER

FOLSOM STREET

0 100  
FEET

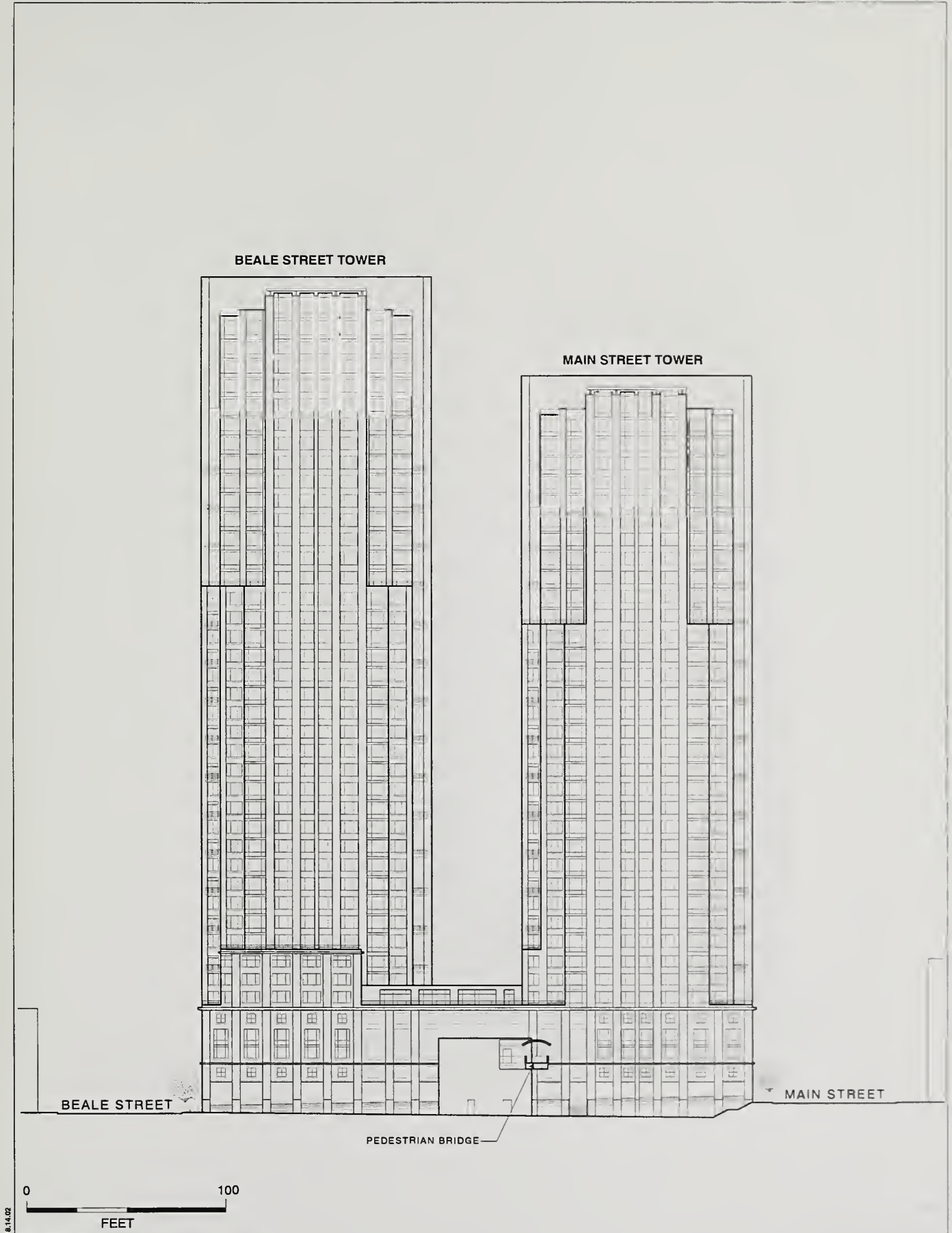
SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 15: BEALE STREET ELEVATION





SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 16: SOUTH ELEVATION

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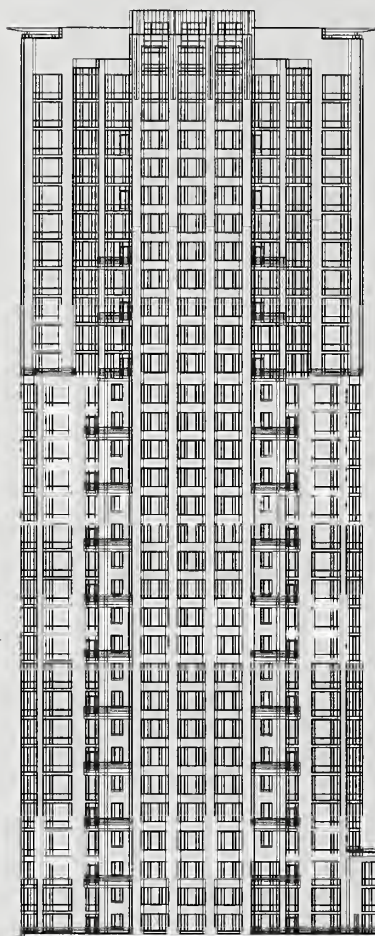
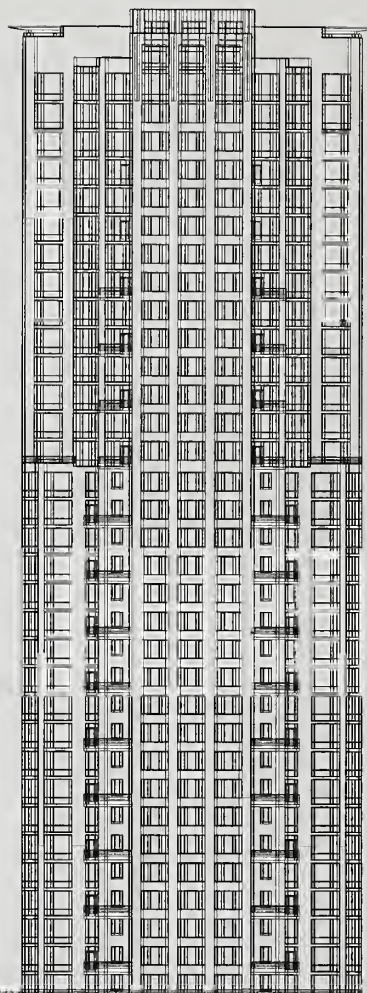
SOURCE: Heller • Manus and Turnstone Consulting

201 FOLSOM STREET

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BEALE STREET TOWER

MAIN STREET TOWER

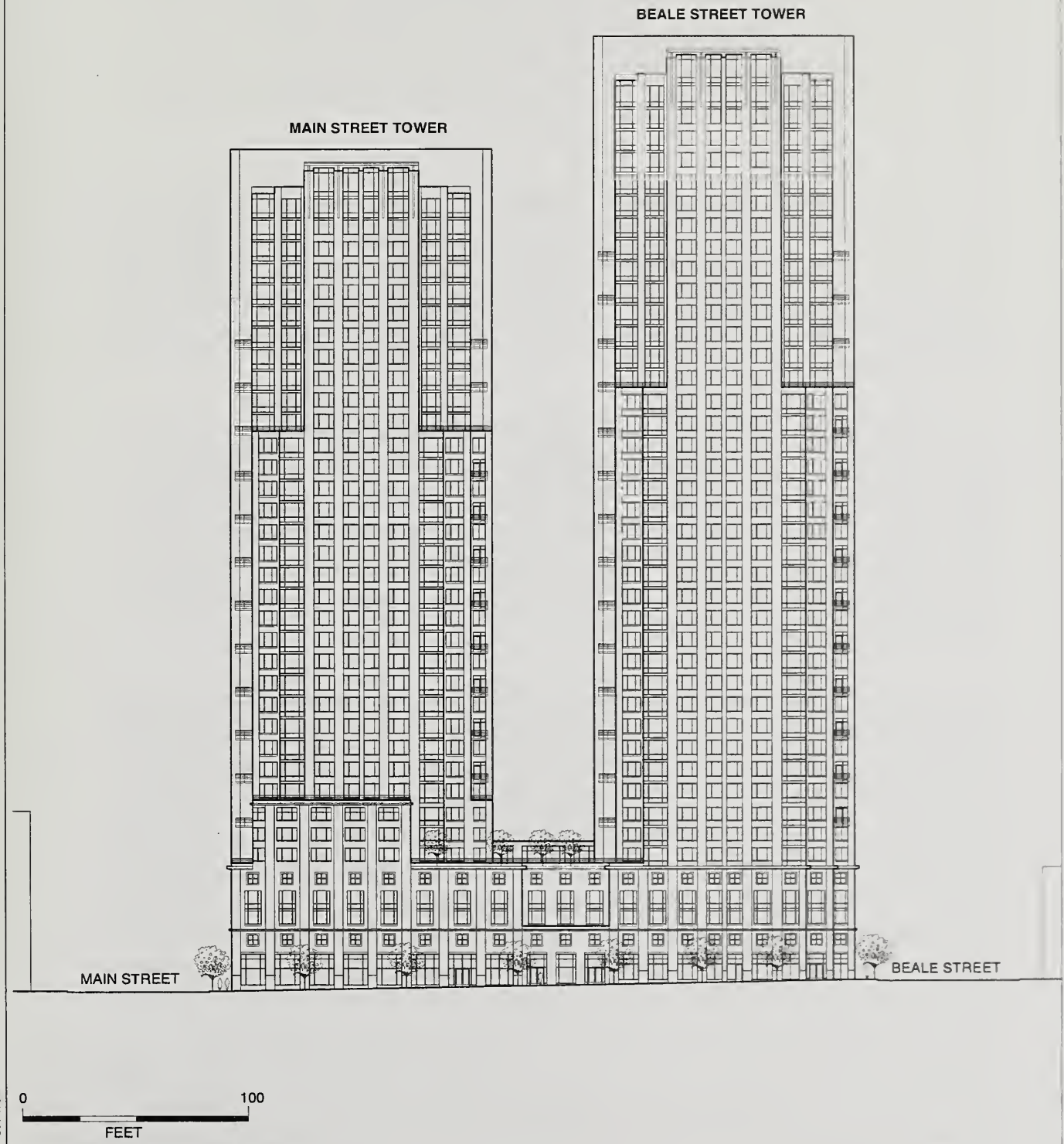


FOLSOM STREET

FIGURE 17: MAIN STREET ELEVATION



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SOURCE: Heller • Manus and Turnstone Consulting

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FIGURE 18: FOLSOM STREET ELEVATION

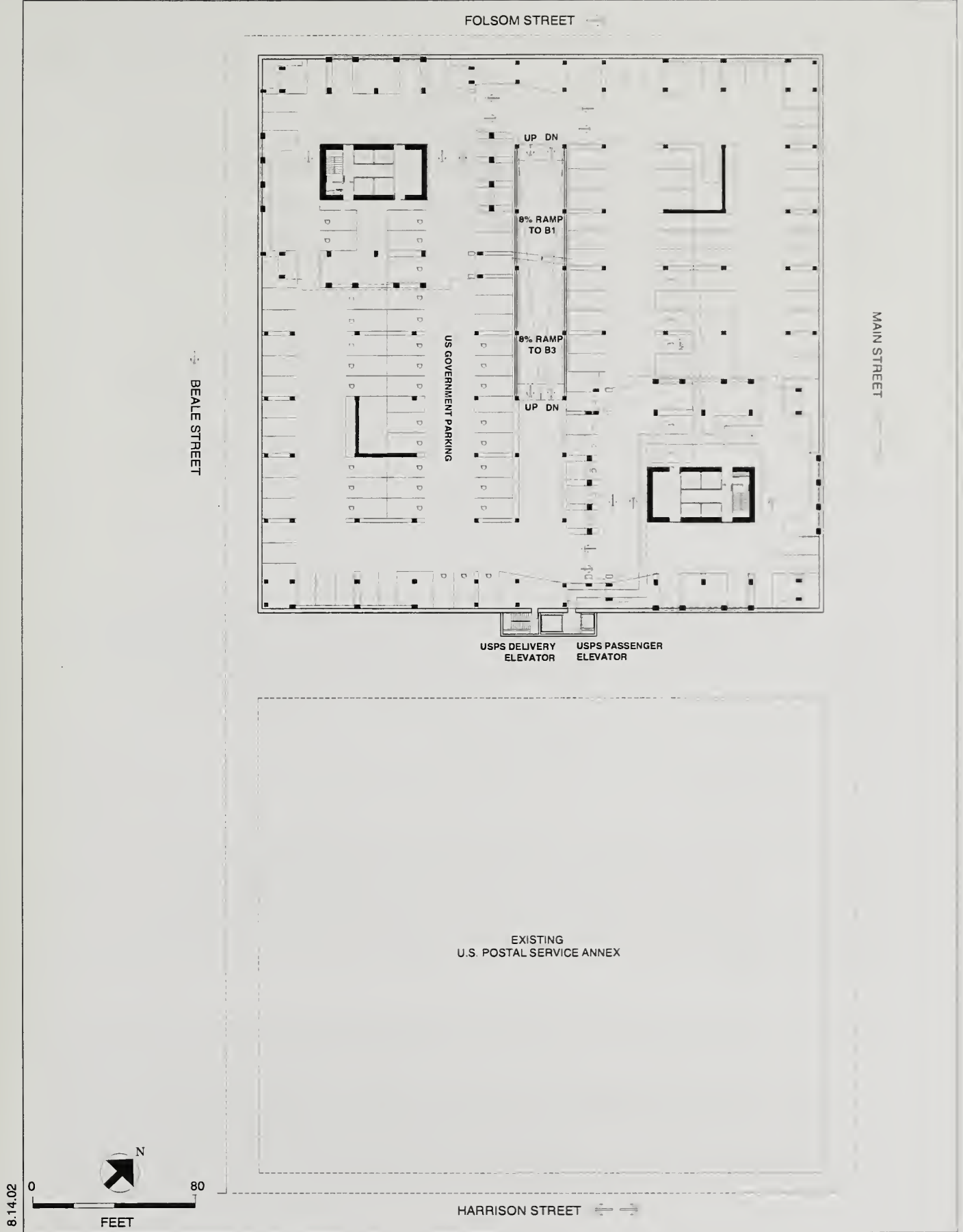


The mass of each tower would be reduced at the upper levels by employing a system of staggered setbacks on all four corners. There would be two terraces above the building base at the ninth level. The terraces at the ninth level would provide approximately 11,000 gsf of common open space each, and would be for the use of building residents. Above the ninth level, the towers would be set back at all four corners and balconies, accessible from individual residential units, would be provided at these corners. Above the 25<sup>th</sup> level, the Main Street Tower would be set back at all four corners, and above the 27<sup>th</sup> level, the Beale Street Tower would be set back at all four corners.

The development project would provide approximately 36,750 gsf of common open space and approximately 4,750 gsf of private open space for the use of building residents. Common open space would be provided in the form of an approximately 14,750-gsf terrace at the seventh level, as well as two terraces occupying a total of about 22,000 gsf of space on the ninth level. Private open space, provided in the form of patios and balconies at the setbacks, would be accessed from individual residences on various floors.

A variety of materials, such as stone, precast concrete, metal and lightly tinted glass, would be used in the building's facade. The design of the exterior skin of the building base and towers would employ a combination of precast concrete elements, glass curtain-wall system, recessed window units, and terraces and balconies. The columns at the ground level would have stone bases. At the upper levels, the tower elevations would have slender proportions and would use vertical precast concrete piers and glass curtain wall. The tower corners would be articulated with floor-to-ceiling corner glass windows.

The development project would include a total of approximately 880 enclosed parking spaces for residential and retail uses. The above-grade parking garage would include about 760 spaces for residential use. (See Figure 10: Typical Second- to Sixth-Floor Plan.) The first below-grade level would provide about 60 parking spaces for residential use and about 60 parking spaces for the retail uses. Parking spaces designated for the U.S. Government would be on the two lowest below-grade levels. (See Figure 19: Typical Basement Plan.) A third-floor pedestrian bridge would provide direct access to the U.S. Government parking from the USPS Annex via elevator. The development project would provide handicapped-accessible parking, and secure bicycle parking at the first basement level (B1) and the second floor. Access to parking would be from a 27-foot-wide internal sloped driveway that would run the length of the site through the first level and the B1 basement level, between Main and Beale Streets, along the south side of the development site. From this driveway, vehicles would be able to access both the project's residential and retail parking, and the U.S. Government parking via separate entry ramps. The development project's residential parking would be separated from the commercial parking by a controlled access point.



SOURCE: Heller • Manus and Turnstone Consulting

201 FOLSOM STREET  
2000.1073E

FIGURE 19: TYPICAL BASEMENT PLAN

A total of five off-street freight loading spaces, with maneuvering area, would be provided for residential and retail uses within the building base in a service court behind the ground-floor retail spaces. (See Figure 9: First-Floor Plan.) An 80-foot-long on-street passenger loading zones is proposed along Main and Beale Streets. Four of the off-street loading docks would be approximately 12 feet wide and 35 feet long while one loading dock would be 10 feet wide and 25 feet long, all with a 14-foot vertical clearance.

Garbage facilities would be located within the loading docks. Access to loading docks and garbage facilities would be mid-block from Beale Street at the first level. Establishment of the pedestrian walk-thru, internal driveway and proposed on-street passenger loading zones along Main and Beale Streets would require the elimination of about 12 on-street parking spaces.

### E. PROJECT SCHEDULE AND APPROVALS REQUIRED

#### Project Schedule

The project sponsor expects environmental review, project review, and detailed design to be completed in 2002. Planning Commission action and other review would be requested for the entire project, followed by Board of Supervisors action on the requested rezoning and Plan amendments. Development is proposed to begin by summer 2003. Development would be sequenced during a 36- to 40-month construction period.

#### Approval Requirements

Following a public hearing on the Draft EIR before the Planning Commission, responses to written and oral comments will be prepared. The EIR will be revised as appropriate and presented to the Planning Commission for certification as to its accuracy, objectivity and completeness. No discretionary project approvals may be granted or permits issued before the Final EIR is certified.

The project would require the following actions, with acting bodies shown in italics:

- Amend Planning Code Zoning Maps to rezone privately owned parts of existing P (Public) District to RC-4 (Residential-Commercial Combined: High Density), increase height limits from 105, 150 and 200 feet to 300 and 400 feet, and change bulk limit from R to W for Block 3745, Lots 1 and 8, and portions of Block 3746, Lot 1. *Planning Commission recommendation, Board of Supervisors approval*



- Amend Planning Code Text to add a new Residential/Commercial subdistrict to the Rincon Hill SUD. *Planning Commission recommendation, Board of Supervisors approval*
- Amend *General Plan Rincon Hill Area Plan*. *Planning Commission approval, referral to Board of Supervisors for approval*
- Conditional Use Authorization/Planned Unit Development (PUD) for buildings taller than 40 feet in an R district. *Planning Commission approval*
- Exception under Planning Code Section 249.1(b)(3)(B) for development causing ground-level winds to exceed comfort criteria. *Zoning Administrator*
- Subdivide Lot 1. *Referral to Planning Department for determination of General Plan conformity, approval by Director of Public Works*
- Site Permits. *Department of Building Inspection*

The project would be reviewed by the Planning Department, the Planning Commission, and the Board of Supervisors in the context of applicable objectives and policies of the *General Plan*. Pertinent objectives and policies are discussed in Section III.A, Land Use, Zoning and Plan Consistency. Decision-makers may address additional objectives and policies from the *General Plan* during consideration of project approval.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which, among other things, established eight Priority Planning Policies. These Policies contained in Section 101.1 of the City Planning Code are: 1) preservation and enhancement of neighborhood-serving retail uses; 2) protection of neighborhood character; 3) preservation and enhancement of affordable housing; 4) discouragement of commuter automobiles; 5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; 6) earthquake preparedness; 7) landmark and historic building preservation; and 8) protection of open space.

Before issuing a permit for any project or adopting any legislation that requires an Initial Study under the California Environmental Quality Act, or adopting any zoning ordinance or development agreement, and before taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project, legislation or action is consistent with the Priority Policies. The motion by the Planning Commission approving or disapproving the project will contain the analysis determining whether the project is in conformance with the Priority Policies.



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### III. ENVIRONMENTAL SETTING AND IMPACTS

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An application for environmental evaluation for the project was filed October 10, 2000, and the San Francisco Planning Department determined that an EIR was required. The Initial Study, published on July 21, 2001, determined that the following effects of the project would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the project and thus required no further analysis: population and housing, noise, construction air quality, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and historic/cultural resources.<sup>1</sup> (See Appendix A for the Initial Study.) Therefore, the EIR does not discuss these issues. The project's potential for significant impacts in the areas of land use, visual quality and urban design, transportation, air quality, shadows and wind, and growth inducement are assessed in this chapter. The analyses below and those in the Initial Study account for construction and operational impacts, where relevant. For example, construction traffic effects are discussed in Section III.E, below, and construction-related air emissions are addressed in the Initial Study (Appendix A, p. 23) with mitigation measures to reduce construction-generated emissions presented in the Initial Study and in Section IV, Mitigation Measures: Construction Air Quality. Cumulative impacts are analyzed for each topic when appropriate, relating to cumulative impacts from both the development project and the requested rezoning.

#### A. LAND USE, ZONING, AND PLAN CONSISTENCY

##### **SETTING**

##### **LAND USE**

The requested rezoning area is located in San Francisco's Rincon Hill area, about three blocks south of Market Street. The Embarcadero and San Francisco Bay are two blocks east of the site. The anchorage of the San Francisco - Oakland Bay Bridge is one block to the south. The South of Market neighborhood is to the west and south of the requested rezoning area, beyond the Rincon Hill area. The Rincon Point - South Beach Redevelopment Area is two blocks northeast and one block southwest of the requested rezoning area. The downtown office

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<sup>1</sup> In Resolution 02-0084, adopted May 14, 2002, the San Francisco Public Utilities Commission determined that there is sufficient water supply to serve expected development projects in San Francisco through the year 2020 including the proposed development project.

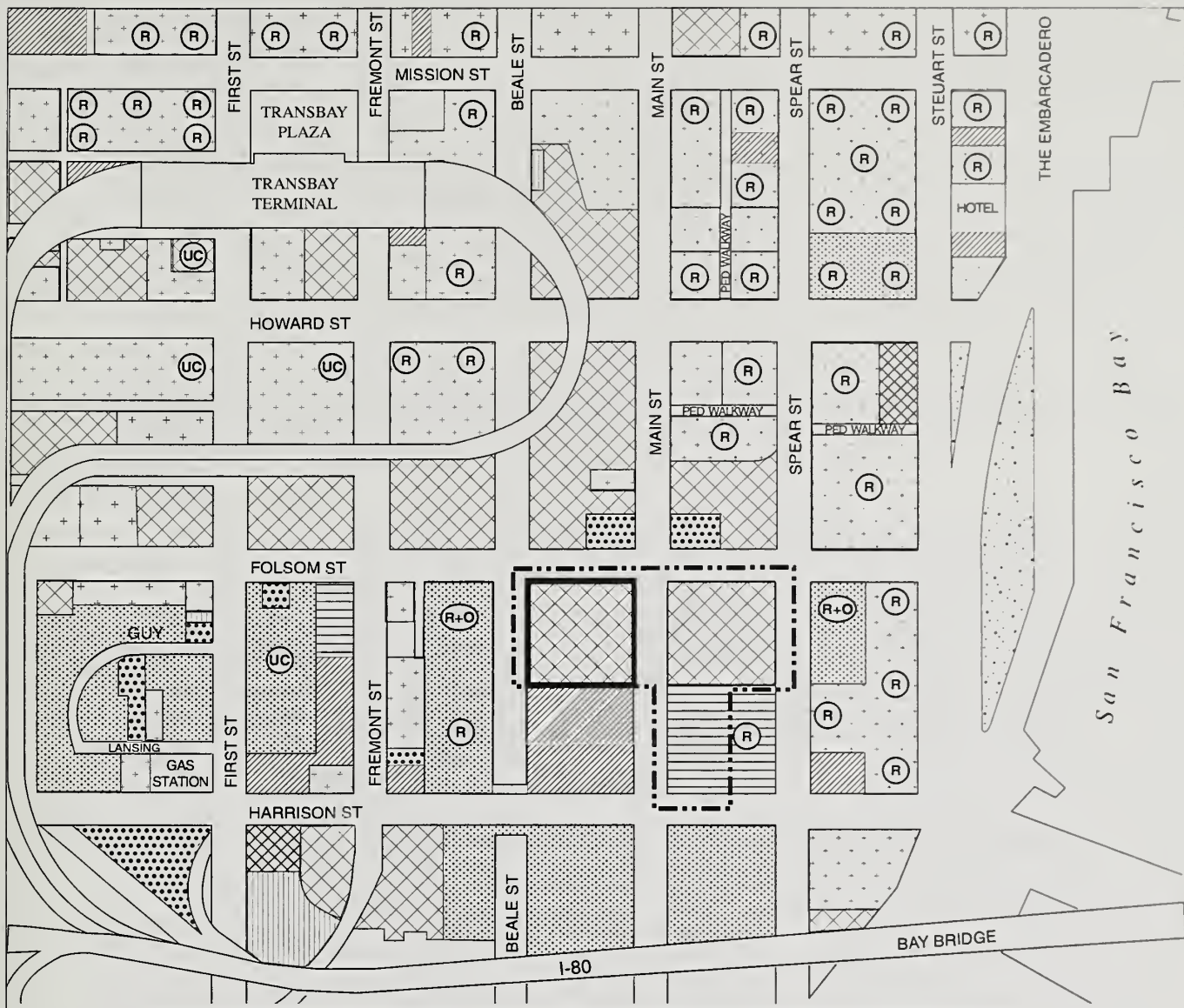


district begins immediately north across Folsom Street and extends north of Market Street to about Washington Street. Generally, buildings near Market Street are taller than newer development south of Mission Street. The Transbay Terminal is to the northwest at Fremont and Mission Streets. To the north and northwest of the requested rezoning area across Folsom Street, land previously dominated by the Embarcadero Freeway and opened up as a result of freeway demolition is now vacant or used for surface parking; it remains in Caltrans ownership. This is a portion of the area proposed to be included in the Transbay Redevelopment Project Area.

The requested rezoning area is in a transition area between high-rise office above retail uses in the C-3 Downtown Commercial district along Howard Street and to the north, and high-rise residential above small commercial uses in the Rincon Hill area south of Folsom Street. Land uses in the vicinity of the requested rezoning area are a mix of residential, commercial (office and retail), utility, and parking uses. (See Figure 20: Existing Land Use in Project Vicinity.) High-rise office buildings dominate the area north of Mission Street, and to some extent high-rise office towers are clustered in the area north of Folsom Street between The Embarcadero and Main Street. The remainder of the area between Mission and Harrison Streets, west of Main Street, constitutes the southern periphery of downtown. A large portion of the Rincon Hill area is characterized by a changing urban landscape composed of surface parking lots, low- to mid-rise industrial buildings and new and under-construction high-rise residential development.

Residential developments in the near and mid-vicinity (within three to four blocks) of the requested rezoning area are the predominant uses to the south and west. They include Embarcadero Lofts (at 300 Beale Street), Avalon Towers (at 388 Beale Street), an approved residential development at 325 Fremont Street, and an under-construction residential development at 333 First Street west of the requested rezoning area across Beale Street, and Harbor Lofts (at 400 Spear Street), Portside II (at 403 Main Street), Baycrest (at 201 Harrison Street), Bridge View Towers under construction at 400 Beale Street, and an approved residential development at 401 Harrison Street south of the requested rezoning area across Harrison Street. (See Figure 21: Existing, Under-Construction, and Approved Residential Developments in Project Vicinity.)

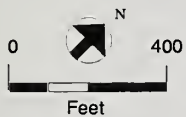
Surface parking and office above ground-floor retail are the predominant uses in the area to the north of the requested rezoning area. The southern portion of the block immediately northeast of the requested rezoning area across Folsom Street is occupied by a paved parking lot and an industrial building (at 160 Folsom Street); the northern portion of this block, behind the parking lot, is occupied by a high-rise building with office above ground-floor retail (at 221 Main Street), a six-story office building with ground-floor retail and daycare (at 220 Spear Street), a four-story



#### LEGEND

- SITE OF DEVELOPMENT PROJECT
- AREA REQUESTED TO BE REZONED
- RETAIL
- LIGHT INDUSTRIAL
- RESIDENTIAL
- OFFICE
- SURFACE PARKING
- STRUCTURED PARKING

- INSTITUTIONAL/PUBLIC USE
- VACANT LOT
- OPEN SPACE
- UTILITY
- GROUND-FLOOR RETAIL
- GROUND-FLOOR RETAIL + OFFICE
- UNDER CONSTRUCTION

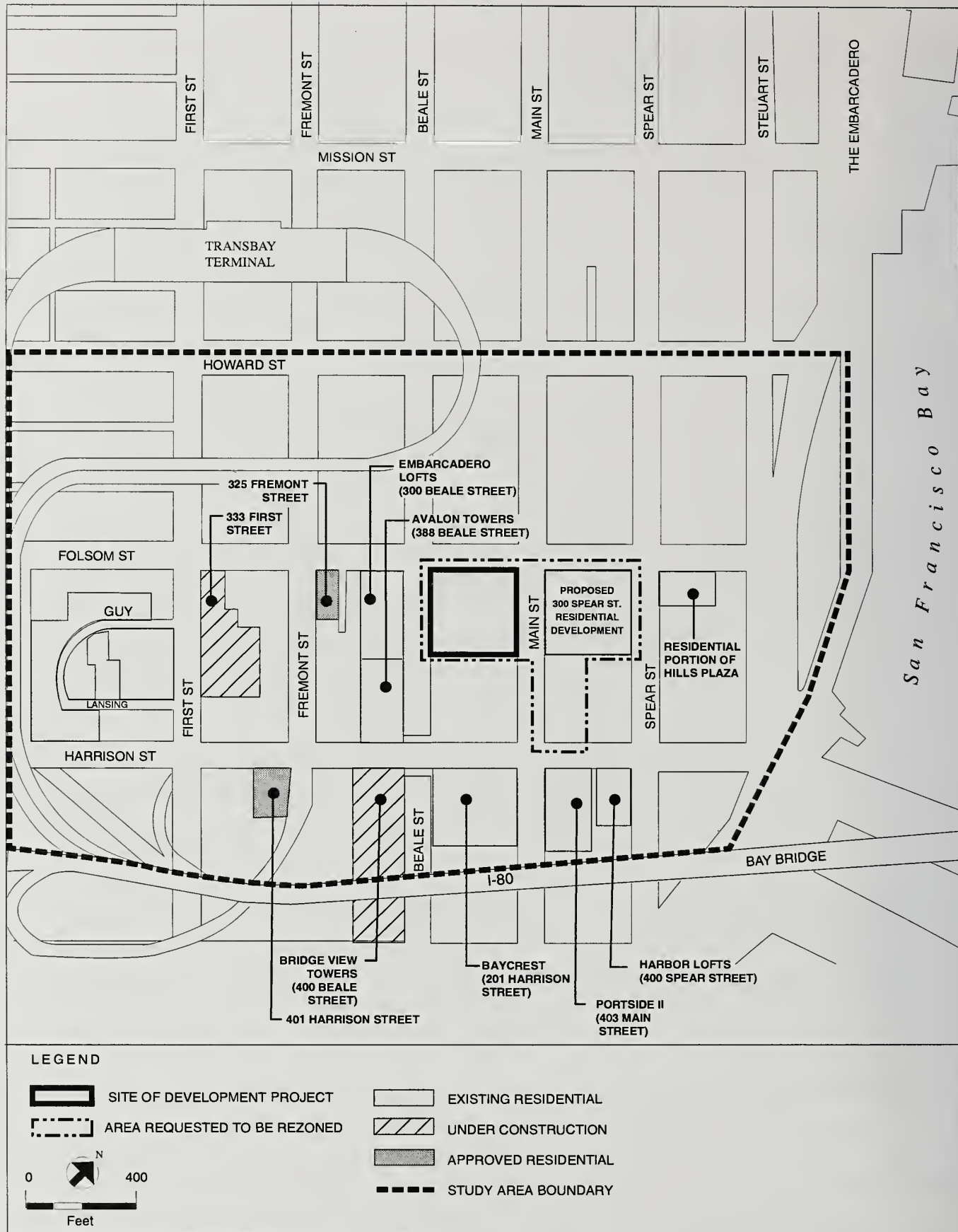


SOURCE: Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 20: EXISTING LAND USE IN PROJECT VICINITY





### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

building with office above ground-floor retail (at 210 Spear Street), a five-story office building with ground-floor retail (at 101 Howard Street), the Charles Schwab high-rise office building (at 211 Main Street), and a two-story industrial building (at 200 Folsom Street). The block just north of the requested rezoning area bounded by Folsom, Main, Howard and Beale Streets is occupied by the Golden Gate Transit bus parking lot with a small two-story industrial building (at 200 Folsom Street). The southern portion of the block immediately northwest of the requested rezoning area and bounded by Folsom, Beale, Howard and Fremont Streets is occupied by a surface parking lot; the northern portion of this block, behind the parking lot, is occupied by a multi-story office building with ground-floor retail at 215 Fremont Street.

Residential use is the predominant use south of the requested rezoning area. Across Harrison Street and immediately south of the development site are an office building (at One Harrison Street), Harbor Lofts (at 400 Spear Street), Portside II condominiums (at 403 Main Street), the Bay Crest apartments (at 201 Harrison Street), the Bridge View Towers residential building under construction (at 400 Beale Street), and an approved residential development at 401 Harrison Street. Beyond the residential buildings and further to the south is the anchorage of the San Francisco - Oakland Bay Bridge.

Surface parking and commercial/industrial uses are the predominant uses to the east of the development site. Immediately to the east across Main Street are a surface parking lot at 300 Spear Street, 345 Main Street, and Telecom Center 1 at 360 Spear Street. A high-rise residential development is proposed at 300 Spear Street, similar to the proposed development project at 201 Folsom Street. Beyond the 300 Spear Street site across Spear Street is Hills Plaza (at Two Harrison Street) which accommodates office space, residential uses, and retail uses on the ground and second levels, child care (Marin Day School Child Care), and subsurface parking.

Residential uses and surface parking are the predominant uses west of the development site. Across Beale Street and immediately west of the development site are the Embarcadero Lofts (at 300 Beale Street) and the high-rise residential development Avalon Towers (at 388 Beale Street). Further west are institutional and office uses, with a high-rise residential building at 333 First Street under construction on the west side of First Street at Folsom Street. Immediately west of First Street, about two blocks west of the development site, there are mainly low-rise multifamily residential buildings surrounding Guy Place and Lansing Street, with some corner and interior commercial and industrial uses, including a gas station.

The development site is a 270-vehicle surface parking lot for the use of the United States Postal Service (USPS) and other U.S. Government agencies. The adjacent eight-story USPS Annex building at 390 Main Street occupies all of the southern half of the block.

## ZONING

### Existing Zoning

The requested rezoning area is zoned P (Public Use); it is in the Rincon Hill Special Use District (SUD) and in the 105-R, 150-R and 200-R Height and Bulk districts. (See Figure 2: Existing Zoning Districts in Project Vicinity, p. 30; Figure 3: Existing Rincon Hill SUD With Its Subdistricts, p. 31; and Figure 4: Existing Height and Bulk Districts in Project Vicinity, p. 32.) Adjacent areas are zoned RC-4 (Residential-Commercial Combined: High Density) and M-1 (Light Industrial District) in the Rincon Hill SUD.

### Public Use District

According to Section 234 of the Planning Code, a P District is applied to land that is owned by a governmental agency and in some form of public use, including open space.<sup>2</sup> Any lot in a P District may be occupied by a principal use listed in Section 234.1 of the Planning Code such as:

- structures and uses of governmental agencies that are not subject to regulation by the Planning Code;
- public structures and uses of the City and County of San Francisco, and of other governmental agencies that are subject to regulation by the Planning Code; or
- accessory nonpublic uses, when in conformity with the *General Plan* and the provisions of other applicable codes, laws, ordinances, and regulations and given certain exceptions.

Alternately, a P District site may be occupied by certain uses listed in Planning Code Section 234.2, with Conditional Use authorization, including:

- institutional uses such as social service or philanthropic facility, child-care facility, elementary school, secondary school, post-secondary educational institution, church or other religious institution;

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<sup>2</sup> The purpose of designating such land as a P District on the Zoning Map is to relate the Zoning Map to actual land use.

### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

- community facilities such as community clubhouse, neighborhood center, community cultural center or other community facility;
- open recreational and horticultural uses such as open recreation areas and open space used for horticultural or passive recreational purposes;
- public facilities and utilities uses such as a utility installation or public service facility; or
- temporary uses including those with a 60-day limit such as a neighborhood carnival, exhibition, celebration or festival, a booth for charitable, patriotic or welfare purposes, or open-air sales; and those with a one- or two-year limit such as temporary structures and uses incidental to the construction of buildings on the same or adjacent premises, rental offices incidental to a new residential development, or an automobile wrecking operation.

#### RC-4 Residential-Commercial Combined: High Density District

RC-4 Residential-Commercial Combined: High Density districts encourage a combination of high-density dwellings with compatible commercial uses on the ground floor to protect and enhance neighborhoods with mixed use character. RC-4 zoning permits dwelling units at a maximum ratio of one dwelling unit for each 200 sq. ft. of lot area,<sup>3</sup> group housing with a maximum of one bedroom for each 70 sq. ft. of lot area, child care for 12 or fewer, and supporting commercial uses including office and retail-type services, except for auto-oriented uses, when located on the ground floor or below, as principal uses. Planned unit developments, hotels, institutional uses (academic, religious or medical institution), parking lots, and community garages are permitted with Conditional Use authorization. The FAR permitted for all non-residential uses is 4.8:1. Generally, one off-street parking space for each four dwelling units is required. Commercial uses (depending on the specific type of use) require parking and loading spaces as per Planning Code Sections 151 and 152. Rear yards are required in RC-4 districts; they need not be at ground level. Properties in an RC-4 district require 36 sq. ft. of private usable open space for each residential unit. Common usable open space for each residential unit may be substituted for private open space at the rate of 133 percent of the amount of required private open space. Open space for non-residential uses is required to be provided at the ratio of 1:50.

#### M-1 (Light Industrial) District

These districts provide land for industrial development. In general, M-1 districts are more suitable for smaller industries dependent upon truck transportation. Most industries, with the exception of large or noxious ones, are permitted. The permitted industries have certain

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<sup>3</sup> Provided that a 500-sq. ft. dwelling unit with a maximum of one habitable room in addition to a kitchen and a bathroom may be counted as equal to three-fourths of a dwelling unit.



requirements as to enclosure, screening and minimum distance from residential districts. Manufacturing, wholesale, storage, retail, repair, and service uses are permitted as principal uses. Auto-wreckers and certain other uses including residential use are permitted with Conditional Use authorization.

#### Rincon Hill Special Use District

The Rincon Hill SUD was established in 1985 to convert an underutilized and outmoded industrial area to a residential neighborhood close to Downtown that would contribute to the City's housing supply. The SUD was intended to create tapered residential buildings; provide an appropriate mixture of retail sales and personal services to support new residential development; provide a buffer of office and parking uses between the Bay Bridge and freeway ramps, and the housing sites; and allow some of the existing industrial, service and office uses to remain. Planning Code Section 249.1(a) designates a Residential subdistrict and a Commercial/Industrial subdistrict within the Rincon Hill SUD. The requested rezoning area, Assessors Block 3746, and Assessor's Block 3745, is in the Residential subdistrict of the Rincon Hill SUD, as shown in Figure 3: Existing Rincon Hill SUD With Its Subdistricts on p. 31. Therefore, they are subject to the provisions of Planning Code Section 249.1(c) Residential subdistrict, as well as controls specified in Planning Code Section 249.1(b) that apply to all of Rincon Hill. Existing zoning controls applicable in the Rincon Hill SUD per Planning Code Section 249.1(b) are discussed in detail in Table 1, Existing And Requested Zoning Controls in the Rincon Hill SUD, in Impacts, pp. 76-78.

#### Planning Code Section 249.1(b) Rincon Hill SUD Controls

The following controls are applicable in the Rincon Hill SUD:

*Site Coverage.* Site coverage for new buildings in the Rincon Hill SUD may not exceed 80 percent. This limitation is extended to promote a residential atmosphere in the Residential subdistrict and an atmosphere compatible with the adjacent development in the Commercial/Industrial subdistrict. Rear yard requirements applicable in other R districts do not apply in the SUD. The portion of the site (a minimum of 20 percent of the lot) that is not covered, may not be used for parking, open storage, or service activities.

*Sidewalk Treatment.* The Rincon Hill SUD includes requirements to install and maintain improvements such as lighting, decorative paving, seating and landscaping on adjacent public sidewalks. Street trees are required to be installed at one tree for every 30 feet of street frontage.

III. Environmental Setting and Impacts  
A. Land Use, Zoning, and Plan Consistency

*Reduction of Ground-Level Wind Currents.* New buildings and additions to existing buildings are required to be shaped, or other wind-baffling measures adopted, so that the developments will not cause ground-level wind currents to exceed more than 10 percent of the time year-round, between 7.00 a.m. and 6.00 p.m., the comfort level of 11 m.p.h. equivalent wind speed in areas of substantial pedestrian use and 7 mph equivalent wind speed in public seating areas. When preexisting ambient wind speeds exceed the comfort level or when a proposed building or addition may cause ambient speeds to exceed the comfort level, the building must be designed to reduce the ambient wind speeds to meet the requirements. The Zoning Administrator may allow the building or addition to add to the amount of time the comfort level is exceeded by the least practical amount under two circumstances. If it can be shown that a building or addition cannot be shaped or other wind-baffling measures cannot be adopted without creating an unattractive and ungainly building form and without unduly restricting the development potential of the building site, the Zoning Administrator may grant an exception. An exception may also be granted if the increase in wind speed is insubstantial because the comfort level is exceeded by a limited amount, in limited locations, or for limited amounts of time. No building is permitted that causes equivalent wind speeds to reach or exceed the hazard level of 26 mile per hour for a single hour of the year.

*Planning Code Section 249.1(c) Rincon Hill SUD Residential Subdistrict Controls*

The provisions applicable to an RC-4 Use District apply in the Residential subdistrict except as specifically provided.

*Uses.* Permitted uses include dwellings; group housing for boarding, religious orders; medical and educational institutions; hotels, inns or hostels; and uses permitted in an RC-4 District provided the residential-to-nonresidential ratio of 6:1 is maintained. Uses along grade-level street frontages must be confined to residential lobbies, parking access, and office and retail uses.

*Density.* The Residential subdistrict controls provide no density limits. Density in this subdistrict is controlled by height and bulk limits.

*Setback.* A minimum of 50 percent of the building frontage above 50 feet in height must be set back a minimum of 25 feet from the front property line. The portion of a site (a minimum of 20 percent of the lot) that is not covered, may not be used for parking, open storage, or service activities.

*Open Space.* Open space is provided at the ratio of 1 sq. ft. per 13 sq. ft. of gross floor area of dwelling units. The open space requirement may be met by private usable open space or publicly accessible open space, provided that no more than 40 percent of the open space requirement is met with the provision of private usable open space. Publicly accessible open space includes a sidewalk widening, a pedestrian overpass, a recreation facility on the roof of a parking garage, a pedestrian street, or a publicly accessible area with a scenic overlook. Open space may be provided on those portions of the site not developed pursuant to the site coverage requirements

*Parking Requirements.* In the Residential subdistrict at least one and no more than one parking space is required for each dwelling unit. Parking for units designed for senior citizens may be provided at a 1:5 ratio. Parking in excess of one parking space for each dwelling unit may not be considered to be an accessory use and therefore may not be permitted. Parking for all other uses is required at a ratio of one space for each 1,500 occupied square feet. Parking may not occupy the first two stories above grade within 25 feet of the street. However, parking for residential units on pedestrian streets may be provided at ground level.

### **Existing Height and Bulk Districts**

The requested rezoning area has three Height and Bulk districts: 105-R, 150-R, and 200-R. The development site is split between two Height and Bulk districts: 150-R and 200-R. (See Figure 4: Existing Height and Bulk Districts in Project Vicinity, p. 32.) The height districts allow development up to maximum heights of 150 feet and 200 feet, respectively.

The “R” bulk district establishes limits on building bulk at specific heights. The “R” bulk limits are as follows: (1) above a height of 51 feet, the maximum horizontal dimension and diagonal dimension is each 200 feet; and (2) above a height of 105 feet, the maximum horizontal dimension is 110 feet and the maximum diagonal dimension is 125 feet.

## **PLANS**

### **General Plan Policies**

The Planning Commission and Board of Supervisors will evaluate the proposed project against the provisions of the *General Plan*, including those in the *Rincon Hill Area Plan*, and will consider potential conflicts with the *General Plan* as part of the decision-making process. This consideration of *General Plan* objectives and policies is carried out independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflicts with provisions of the *General Plan* that would cause



physical environmental impacts have been evaluated as part of the impacts analysis carried out for other topics in this project's EIR and the Initial Study (see Appendix A). Any potential conflicts with *General Plan* policies not identified in this EIR could be considered in the project evaluation process and would not alter the physical environmental effects of the proposed project analyzed in this EIR.

The requested rezoning area is in the part of San Francisco covered by the *Rincon Hill Area Plan*, an Area Plan of the *General Plan*. Objectives and policies in the various Elements of the *General Plan* are typically duplicated in area plans, and the objectives and policies in an area plan are generally more detailed and focused. The Rincon Hill Area Plan is the policy document that guides growth and development of the mixed-use neighborhood on Rincon Hill, a twelve-block area close to the Downtown. It is bounded by Folsom Street on the north, by Essex Street and the on-ramp to the Bay Bridge on the west, by the Bay Bridge on the south, and The Embarcadero and Steuart Street on the east. A small portion of the Rincon Hill area also lies south of the Bay Bridge and is bounded by The Embarcadero on the east, Bryant Street on the south, and Beale Street on the west. The *Rincon Hill Area Plan* contains a number of objectives and policies that address the following issues: provision for new development; provision of space for residential uses; neighborhood-serving retail and off-street residential parking; conservation of existing (and creation of new) industrial, service and office uses; and urban design.

Some key objectives and policies of the *General Plan* relevant to the project are noted here; others may be addressed during consideration of project approval.

#### Rincon Hill Area Plan

##### *Land Use*

Objective 1:	To create a unique residential neighborhood close to Downtown which will contribute significantly to the City's housing supply.
Objective 2:	To create space for additional uses which will provide needed services for the resident population.
Objective 3, Policies:	Rincon Hill should be divided into two subareas: residential and commercial/industrial.
Objective 3, Policies, Residential:	Various bulk and set back rules should be applied to prevent the buildings from becoming too massive and overwhelming the area. A limited amount of commercial use (one square foot for every six square feet of residential space)

III. Environmental Setting and Impacts  
A. Land Use, Zoning, and Plan Consistency

should also be permitted at the base of the residential structures to screen the parking and create daytime activity in the area.

*Housing*

Objective 4: To provide quality housing in a pleasant environment that has adequate access to light, air and open space.

*Urban Design*

Objective 7: To achieve an aesthetically pleasing residential community.

Objective 8: To capitalize on the unique qualities of Rincon Hill, specifically its sweeping views of the Bay, its proximity to Downtown, and its relationship to the Waterfront and Bay.

Objective 9: To respect the natural topography of the hill and follow the policies already established in the Urban Design Element which restrict height near the water and allow increased height on the top of hills.

Objective 10: To preserve views of the Bay and the Bay Bridge which are among the most impressive in the region.

Objective 11: To maintain view corridors through the area by means of height and bulk controls which insure carefully spaced slender towers rather than bulky, massive buildings.

Objective 12: To reduce the present industrial scale of the streets by creating a circulation network through the interior blocks, creating a street scale comparable to those in existing residential areas elsewhere in the city.

Objective 13: To reduce the widths of Main, Spear and Beale Streets to create additional developable area as well as new pedestrian space.

Objective 14: To keep wind speeds at a comfortable level.

Objective 15: To encourage a human scale streetscape with activities and design features at pedestrian eye level.

Objective 15, Policies: High-rise development projects should be designed to ensure towers a) step down as elevation decreases; b) are varied to avoid the visual benching created by towers whose tops are at the same elevation; and c) are sited in a way that avoids excessive screening of downtown views from the bridge and minimizes shadowing of open space. Therefore distances between towers

in the same height district above 105 feet should not be less than approximately 150 feet.

*Recreation and Open Space*

- Objective 20: To create an inviting and pleasant pedestrian corridor to the financial district.
- Objective 20, Policies, Public Open Space: Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets and sidewalk widening are encouraged, and reservation of open space (by specifying maximum lot coverage) are mandated in the Plan for Blocks 3744-3748.<sup>4</sup>
- Objective 20, Policies, Private Residential Space: In addition to public open space, private residential open space should also be provided in relation to a development's residential area at a ratio of 1 square foot per 13 square feet of residentially occupied space. Most of the residential open space should be in common areas for the residents of the development; however up to 40% could be private in that it is for the use only of the residents to which it is attached. Some of the public open space should be counted as residential common open space if provided on the ground floor in the form of an urban park, community garden or other open space conducive to residential activity. Common residential open space may be in the form of inner courts, on-site recreational facilities, roof decks, patios, sun and view terraces or congregate solariums.

*Circulation*

- Objective 21: To create safe and pleasant networks within the Rincon Hill area, to Downtown and the Bay.
- Objective 22: To reduce widths of selected streets to those which meet circulation needs and complement residential use.
- Objective 24: To provide sufficient off-street parking for residents.
- Objective 25: To encourage joint use of parking structures.
- Objective 26: To reduce congestion at bridge ramps by improving loading patterns.

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<sup>4</sup> These spaces can count in meeting a portion of each development's public open space requirement provided the areas are publically accessible and are beautified with lighting, decorative paving, seating and landscaping. In addition to these open spaces on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on the ground floor or above, subject to review and approval by the City Planning Commission.



III. Environmental Setting and Impacts  
A. Land Use, Zoning, and Plan Consistency

Objective 26, Policies,  
Accessory Parking:

The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to downtown and proposed new transit make it possible to limit residential parking to one space per unit. Similarly, the parking requirement for offices can be reduced to one space per 1,500 sq. ft. of commercial space.

Residence Element

Objective 1, Policy 2:

Facilitate the conversion of underused industrial and commercial area to residential use, giving preference to permanently affordable housing uses.

Objective 2, Policy 2:

Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

Objective 12, Policy 1:

Assure housing is provided with adequate public improvements, services and amenities.

Objective 16, Policy 2:

Encourage development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

Urban Design Element

Objective 3, Policy 5:

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Objective 3, Policy 6:

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

Proposed Rincon Hill Mixed Use District

The San Francisco Planning Department currently is preparing a proposal to amend the Area Plan for the Rincon Hill area and to combine the Planning Code's Rincon Hill SUD subdistrict designations (Residential and Commercial/Industrial subdistricts) into one Rincon Hill Mixed Used (RHM) District, to increase height limits and to make other changes intended to stimulate additional high density, residential development in the Rincon Hill area. Amendments of the *General Plan* and Planning Code, including text and zoning map changes, would be required for

the proposal. The Planning Department is currently preparing an EIR for this proposal.<sup>5</sup> This proposal is subject to further refinement and must be considered and acted on by the Planning Commission and Board of Supervisors before the proposed amendments go into effect.

#### Proposed Transbay Redevelopment Plan

North of the requested rezoning area across Folsom Street, the proposed Transbay Redevelopment Project Area has been the focus of a number of land use and transportation planning efforts. The proposed Transbay Redevelopment Project Area covers the area directly north of the project site, and generally bounded by Mission, Main, Spear, Folsom, Essex, Harrison, Second and Minna Streets.<sup>6</sup> After the 1989 Loma Prieta Earthquake, a substantial portion of this area previously dominated by the Embarcadero Freeway was opened up as a result of freeway demolition; resulting parcels are now vacant and used for surface parking. Following freeway demolition, planning studies were initiated to reconsider the appropriate land use controls for the newly vacant area.

An early planning effort resulted in the *Transbay 20/20 Concept Plan*, a series of urban design and land use concepts, prepared by the Planning Department and the Redevelopment Agency in December 1996 to guide the revitalization of the Transbay Redevelopment Project Area.<sup>7</sup> A Citizen's Advisory Committee and a Technical Advisory Committee were convened to provide community input and technical guidance to the project. The Committee decided in 1996 that a new Terminal should be built near the intersection of Howard and Main Streets, and that the existing Terminal site should be redeveloped. At the same time, the Joint Powers Board, which operates the Caltrain commuter service, was studying options to bring its rail station facilities, currently located at Fourth and Townsend Streets, to a downtown location underground, near the site of the existing Terminal.<sup>8</sup> The *Transbay 20/20 Concept Plan* envisioned the creation of a new mixed-use neighborhood adjacent to the downtown.

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<sup>5</sup> See City and County of San Francisco, 2000.1081E: *Rincon Hill Mixed Use District Notice of Preparation of a Draft EIR*, March 10, 2001.

<sup>6</sup> City and County of San Francisco, 2000.048E *San Francisco Transbay Terminal/Caltrain Downtown Extension Project*, Notice of Preparation and EIR Requirement, March 16, 2001.

<sup>7</sup> San Francisco Redevelopment Agency and San Francisco Planning Department, *Transbay 20/20 Concept Plan*, September 1996.

<sup>8</sup> San Francisco Redevelopment Agency, *Transbay Survey Area*, information available at <http://www.ci.sf.ca.us/sfra/tb.htm>

### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

Another recent planning effort resulted in the *Transbay Terminal Improvement Plan*, prepared in January 2001 by the Metropolitan Transportation Commission, in conjunction with associated consultants. This plan presents the design concept for a new Transbay Terminal. It envisions primarily high-density residential development on publicly owned parcels adjacent to the terminal and in the Rincon Hill area along Folsom and Beale Streets.<sup>9</sup>

The series of proposed zoning and height district changes resulting from these planning studies in the Transbay area are the subject of the *Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project EIS/EIR* currently being prepared by the City and County of San Francisco, the San Francisco Redevelopment Agency, the Peninsula Corridor Joint Powers Board, and the Federal Transit Administration.<sup>10</sup> The EIS/EIR analyzes a new Transbay Terminal, extension of Caltrain Commuter rail service from Fourth and Townsend Streets to the Transbay Terminal, and the proposed Redevelopment Plan. The proposed Redevelopment Plan includes use district changes and increases in height limits districts to increase building heights that are intended to encourage private development and public investment in the area, including joint development to facilitate transit improvements. The proposed Redevelopment Plan and zoning changes have not been adopted, and therefore are not official City policy.

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

The project would be considered to have a significant effect on the environment if it would substantially disrupt or divide the physical arrangement of an established community, or have any substantial impact upon the existing character of the vicinity.

### **CHANGE IN LAND USE**

The development project would change land use at the development site from surface parking to more-intense high-rise residential with ground-floor retail space, and above- and below-grade enclosed parking. A similar change, from surface parking to high-rise residential use is proposed under the requested rezoning on the adjacent block to the east. Together, both developments

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<sup>9</sup> Metropolitan Transportation Commission, *Transbay Terminal Improvement Plan*, January, 2001, pp. 18-19.

<sup>10</sup> City and County of San Francisco, *2000.048E Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project EIS/EIR*, Notice of Preparation and EIR Requirement, March 16, 2001.



propose to construct between 1,600 and 1,650 residential units on sites that are currently used as surface parking lots for a total of about 560 vehicles.

The proposed change in land use would constitute a substantial physical change along the south side of Folsom Street. In the recent past, the immediate project area has been characterized by a predominance of surface parking and industrial uses. A number of high-density residential uses have been built recently, are under construction or have recently been approved two to three blocks west and south of the requested rezoning area. (See Figure 21: Existing, Under-Construction, and Approved Residential Developments in Project Vicinity, p. 59.) Therefore, the project vicinity is characterized by a rapidly changing urban landscape; it is transitioning from an industrial district with surface parking to a predominantly high-rise residential district close to downtown.

The proposed residential use would be consistent with similar residential uses to the south, east and west, including Hills Plaza to the east and Avalon Towers to the west. The development project would further extend the Rincon Hill residential uses north of Harrison Street, as envisioned in the *Rincon Hill Area Plan*. The development's neighborhood-serving commercial uses, proposed to be at the lower levels (first to third floors), would be similar to ground-floor neighborhood-serving commercial uses in other residential developments, such as the Bay Crest Apartments and Avalon Towers, in the Rincon Hill area.

The development would have a residential density of about one unit for each 92 sq. ft of site area or 1:92.<sup>11</sup> As shown in Figure 21, p. 59, there are several other similar developments that already exist, have been recently constructed, are under construction or have recently been approved in the project vicinity. There are several high-rise residential buildings with comparable residential densities near the development site; for instance, across Beale Street west of the development site, the 19-story, 226-unit Avalon Towers at 388 Beale Street has a residential density of about one unit for each 178 sq. ft of site area. Two blocks west of the development site, the 342-unit building approved at 333 First Street will have a residential density of about one unit for each 111 sq. ft of site area. South of the development site across Harrison Street, the 12-story, 245-unit Bridge View Towers under construction at 400 Beale Street will have a residential density of about one unit for each 113 sq. ft of site area. Across Spear Street two blocks east of the development site is the Hills Plaza at Two Harrison Street, which accommodates about 67 residential units in its 18-story north tower, has a residential density of about one unit for each

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<sup>11</sup> The project proposes 820 residential units on a total land area of approximately 75,625 sq. ft.

373 sq. ft. of site area.<sup>12</sup> Immediately east of the development site across Main Street, the 41-story, 860-unit residential development proposed at 300 Spear Street would have a residential density of about one unit for each 92 sq. ft of site area or 1:92.

#### **Conclusion: Land Use**

The proposed change in land use from the existing surface parking lot to the proposed high-density residential development would constitute a substantial intensification of land use at the development site. It would not be a significant impact as there are similar high-rise developments with comparable residential densities already existing, under construction, and recently approved near the development site, and because this portion of the Rincon Hill area is already in the process of changing from a predominantly industrial and parking district to a high-density residential district close to downtown. The change in land use would further the goals of the *Rincon Hill Area Plan*, which recommends that the Rincon Hill area be developed as a residential neighborhood close to downtown that contributes to the City's housing supply. The proposed development project along with the proposal at 300 Spear Street would extend the community that is in the process of being established in the Rincon Hill area further north. The proposed uses would be compatible with existing and planned high-density residential uses in the Rincon Hill area. The proposed development would thus continue and extend existing land uses and would not disrupt or divide an established community, nor would it adversely affect the existing character of the vicinity. Therefore, the proposed change in land use would not be a significant impact.

### **ZONING, HEIGHT AND BULK, AND GENERAL PLAN**

#### **Comparison of Requested Rezoning to Existing Controls**

##### Zoning Changes

The project sponsor, jointly with the sponsor of proposed 300 Spear Street across Main Street, has requested a rezoning of most of the P (Public) Use District, bounded by Beale Street on the west, Folsom Street on the north, Harrison Street on the south, and Spear Street on the east, from P to RC-4 (Residential-Commercial Combined: High Density). As shown in Figure 5: Requested Zoning District, p. 34, and Figure 6: Requested Residential/Commercial Subdistrict in the Rincon Hill SUD, p. 35, the requested rezoning would cover the 201 Folsom Street

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<sup>12</sup> Hills Plaza mixed use development occupies a total land area of 3.5 acres or 152,460 sq. ft., and the residential component of Hills Plaza occupies less than one-sixth of the total land area; that is, the residential use occupies approximately 25,000 sq. ft. of land area.

### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

development site on the northern half of Block 3746, which is currently part of Lot 1. The southern half of Block 3746, occupied by the United States Postal Service Annex, would remain as a P district. The requested rezoning would also cover the 300 Spear Street site and 345 Main Street on Block 3745, Lots 1 and 8; Lot 9 in Block 3745 would remain designated RC-4.<sup>13</sup>

The development proposal for 201 Folsom Street does not include the maximum amount of commercial space that would be allowed under the requested rezoning. Under full buildout, 130,000 gsf of office space could be constructed on the site in addition to the residential and retail uses proposed by the project sponsor, and about 85 additional parking spaces would be required to serve the office space. The adjacent 300 Spear Street proposal has the maximum amount of development that would be reasonably allowable under the requested rezoning.

According to Planning Code Sections 206.3 and 209.2, RC-4 Districts provide for a mixture of high-density dwellings with supporting commercial uses, at a maximum ratio of one dwelling unit for each 200 sq. ft. of lot area.<sup>14</sup> RC-4 Districts are devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are common, and other tall buildings may be accommodated. Supporting commercial uses similar to those permitted in C-2 (Community Business) Districts are located at or below ground level in most instances; automobile-oriented establishments are excluded. Open space is required for dwellings in RC-4 Districts, but rear yards need not be at ground level and front setback areas are not required.

The high-intensity residential and commercial uses permitted in the requested RC-4 District would be different from the governmental and public uses permitted in the existing P District. Controls provided in P zoning districts apply to land owned by governmental agencies and in some form of public use, and serve a different purpose from the controls applicable in RC-4 zoning districts that are intended to protect, conserve and enhance areas with high-density residential and supporting commercial uses. The properties requested to be rezoned from P to RC-4 were formerly in public agency ownership but are privately owned.<sup>15</sup> The 201 Folsom

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<sup>13</sup> The property at 345 Main Street is also in the P District. A Conditional Use authorization was approved in July 2000 for private telecommunications/utilities use, as permitted in a P district. The building was substantially remodeled to accommodate this use. Because the site is privately owned, it has been included in the area to be rezoned. No redevelopment of the site is contemplated in the reasonably foreseeable future.

<sup>14</sup> Provided that a 500-sq.-ft. dwelling unit with a maximum of one habitable room in addition to a kitchen and a bathroom may be counted as equal to three-fourths of a dwelling unit.

<sup>15</sup> The neighboring 300 Spear Street property, previously in Caltrans ownership, is currently owned by Union Property Capital.



Street site is in the process of being acquired by Tishman Speyer Properties from the United States Postal Service. P zoning for the property was appropriate while it was publicly owned; however, since it will now be now privately owned, the purpose of the property has changed and RC-4 zoning is more appropriate.

A Planning Code text amendment creating a new Residential/Commercial subdistrict under the Rincon Hill Special Use District Overlay has been requested. Requested amendments to the Planning Code Rincon Hill Special Use District are summarized in Table 1, Rincon Hill SUD-Existing and Requested Zoning. This table shows the existing zoning controls applicable in the Rincon Hill SUD according to Planning Code Section 249.1(b), and zoning controls applicable in the new Residential/Commercial subdistrict as requested by the project sponsor. The full text of the requested new subdistrict is presented in Appendix B, Requested Amendments to Planning Code and General Plan. The Residential/Commercial subdistrict would cover the area (previously designated as part of the “Residential” subdistrict on the Zoning Map) bounded by Beale Street on the west, Folsom Street on the north, Harrison Street on the south, and Spear Street on the east. (See Figure 6: Requested Residential/Commercial Subdistrict in the Rincon Hill SUD, p. 35.) The residential-to-commercial ratio of 6:1 (six sq. ft. of residential space for every one sq. ft. of commercial space) that applies in the existing Residential subdistrict would be applied in the requested new Residential/Commercial subdistrict, under Rincon Hill SUD controls in Planning Code Section 249.1. The base floor area ratio (FAR) of 4.8:1 applicable in RC-4 districts would not apply, as density would be established by the 6:1 ratio of residential to commercial, and by height limits and bulk limits, similar to the rest of the SUD.

The requested rezoning would permit 100 percent site coverage for the building base, an increase from the 80 percent site coverage permitted under the existing Rincon Hill SUD controls. The requested rezoning would thus permit buildings to extend to all property lines and cover the entire development site as long as the required open space was provided. Other provisions of the SUD concerning sidewalk treatment and reduction of ground-level wind currents would not change with the requested rezoning.

The new Residential/Commercial subdistrict is requested with modifications and additions to permitted uses under RC-4 similar to those established for the Residential subdistrict in Planning Code 249.1(c). Under the requested rezoning, the uses allowable in the Residential/Commercial subdistrict would be broader than the uses permitted in the current RC-4 zoning for the Residential subdistrict. Permitted uses would be: (i) dwellings, group housing, hotels, inns and

**Table 1: Rincon Hill SUD - Existing and Requested Rezoning**

PLNG CODE SECTION	FUNCTION	EXISTING RINCON HILL ZONING PROVISION	AS APPLIED IN REQUESTED SUBDISTRICT
<b>General Controls</b>			
249.1(a)	Purpose	Designates a Residential Subdistrict and a Commercial/Industrial Subdistrict within the Rincon Hill SUD.	Adds new Residential/ Commercial subdistrict
249.1(b)(1)	Site Coverage		
249.1(b)(1)A		Site coverage for new buildings must not exceed 80%.	100% site coverage for building base.
249.1(b)(1)B		On a sloping site, the site-coverage restriction may be modified to account for changes in elevation by CU, provided that site coverage above 50 feet in elevation does not exceed 80 percent.	100% site coverage for building base.
249.1(b)(1)D		The portion of the site (a minimum of 20% of the lot) that is not covered, must not be used for parking, open storage, or service activities.	100% site coverage for building base.
249.1(b)(2)	Sidewalk Treatment		
249.1(b)(2)A		When a CU is granted for any development abutting a public sidewalk, the Commission may impose a requirement to install and maintain improvements such as lighting, decorative paving, seating and landscape.	Same as existing.
249.1(b)(2)D		Street trees must be installed by the owner or developer.	Same as existing.
249.1(b)(3)	Reduction of Ground-Level Wind Currents	New buildings and additions must be shaped, or other wind-baffling measures shall be adopted, so that developments will not cause ground-level wind currents to exceed the comfort level of 11 m.p.h in areas of substantial pedestrian use and seven m.p.h in public seating areas.*	Same as existing.
		The comfort level may be allowed to be exceeded under specified conditions. No building must be permitted that causes equivalent wind speeds to reach or exceed the hazard levels of 26 miles per hour for a single hour of the year.*	Same as existing.
249.1(b)(5)	Existing Signs	The sign provisions of Section 603.13, permitting existing signage to be changed, modified or replaced under specified conditions, apply.	Same as existing.

Notes: See Wind subsection in III.E, Shadows and Wind, for more details on wind requirements.

Continued

Table 1 (Continued)

PLNG CODE SECTION	FUNCTION	EXISTING RINCON HILL ZONING PROVISIONS	AS APPLIED IN REQUESTED SUBDISTRICT
<b>Residential/ Commercial</b>			
249.1(c)		Provisions applicable to an RC-4 Use District apply in the Residential Subdistrict except as specifically provided.	Provisions applicable to an RC-4 Use District would apply in this subdistrict except as specifically provided.
249.1(c)(1)	Uses	Permitted uses are (i) those listed in Section 209.1 and 209.2 such as dwellings, group housing for boarding, religious orders, medical and educational institutions, and hotels, inns or hostels; and (ii) those permitted in an RC-4 District provided the residential-to-nonresidential ratio of 6:1 is maintained. Uses along grade-level street frontage shall be confined to residential lobbies, parking access, and office and retail uses.	The following modifications to RC-4 District use provisions* would apply: (i) Institutional and community facilities uses, in Sections 209.3 and 209.4 permitted as principal uses; (ii) utility uses in Section 209.6 permitted as conditional uses; (iii) automotive uses in Sections 223(a) and 223(m) permitted as principal use for the first five years and then as conditional use; (iv) parking, in Section 223(p) permitted as conditional uses; (v) uses in Sections 218, 221(a)-(f), 224(b) and (c), 225(b), 226(a) and 227(r) permitted as principal uses; and (vi) uses in Sections 219(c), 222, 224(a), and 227(h) and (i) permitted as conditional uses. Section 209.8 would not be applicable. Non-conforming uses would be allowed to be changed to and equal amount or more of a conforming use without providing the six to one ratio of residential space. Uses along grade-level street frontage shall have: (i) a minimum of 50% retail space or other activity; (ii) visually interesting and pedestrian-friendly; and (iii) minimized curb cuts. No parking ingress or egress would be permitted th
249.1(c)(2)	Density	The provisions of Sections 123 and 124 relating to floor area ratio limitations of 4.8:1 for RC-4 Districts, and Sections 207, 207.1, 208, 209.1 and 209.2 relating to density limitations shall not apply.	The following modifications to an RC-4 District would apply: (i) There would be no density limit for residential uses and the provisions of Sections 207.1 and 208 would not apply; (ii) there would be density limits for non-residential uses and the FAR for these would be 5:1; and (iii) parking area for residential or commercial uses would not be considered part of commercial FAR.

Notes: \* For the purpose of the residential/commercial ratio calculation; all areas used for parking (for residential or commercial uses) shall be excluded, and hotels, inns or hostels shall be considered commercial rather than residential use

Continued



Table 1 (Continued)

PLNG CODE SECTION	FUNCTION	EXISTING RINCON HILL ZONING PROVISIONS	AS APPLIED IN REQUESTED SUBDISTRICT
<b>Residential/ Commercial</b>			
249.1c(3)	Setback	Above 50 feet in height, a minimum of 50 percent of the building frontage must be set back a minimum of 25 feet from the front property line. The portion of a site (a minimum of 20% of the lot) that is not covered, shall not be used for parking, open storage, or service activities.	At least 50 percent of the building frontage on Folsom Street above the 80-foot building base would be required to be set back a minimum of 12.5 feet. No portion of the a tower above the 80-foot base shall be required to be set back unless the tower occupies over 50% of Folsom Street frontage. 100% site coverage for building base shall be permitted.
249.1(c)(4)	Open Space	Open space must be provided: (i) at the ratio of 1 square foot per 13 square feet of gross floor area of dwelling units; (ii) no more than 40% of the open space requirement may be met with private usable open space; (iii) publicly accessible open space includes but is not limited to a sidewalk widening, a pedestrian overpass, recreation facility on the roof of a parking garage, a pedestrian street, and a publicly accessible area with a scenic overlook; and (iv) open space, including publicly accessible open space, may be provided on those portions of the site not developed provided it is not used for parking, open storage or service activities.	Open space would be provided (i) at the ratio of 1:50 for non-residential uses, and (ii) at the ratio of 36 sq.ft. of private open space for each residential unit. Common usable open space for each residential unit may be substituted for private open space at the rate of 133% of the amount of required private open space. Up to 40% of the open space requirement for residential uses may be met by providing private open space, provided that it has a minimum area of 36 sq.ft. with a minimum dimension of 4 feet in any direction. The residential open space requirement may be met by providing an unenclosed park or plaza, an enclosed pedestrian pathway, a sun terrace, sidewalk widening and streetscapes, publicly-accessible area with a view, a roof-top recreational facility or an enclosed pool for residents only.
249.1(c)(5)	Parking	At least one and no more than one parking space for each dwelling unit; provided, however, at least one parking space for each five dwelling units for dwellings specifically for senior citizens or physically handicapped persons. Parking for nonresidential uses at a ratio of one space for each 1,500 occupied square feet of office or retail space.	Same as existing, except (i) parking in excess of one parking space per dwelling unit would not be classified as an accessory use; (ii) retail parking would be provided at the ratio of 1 space per 500 sq.ft. of occupied retail space for the first 60,000 occupied sq.ft.; any parking in excess of 60,000 sq.ft. would not exceed a ratio of 1 space per each 1,500 occupied sq.ft. of retail space; and (iii) parking for other commercial uses (including offices) would be provided at the ratio of one space for each 1,500 occupied sq.ft. of space.

Source: San Francisco Planning Code; Rezoning Application 2000.1326Z

hostels; and (ii) high-density residential uses with supporting commercial uses, provided the residential-to-nonresidential ratio of 6:1 is maintained.<sup>16</sup> Uses along street frontage at grade level would be required to be pedestrian-friendly, have minimum curb cuts and have a minimum of 50 percent retail space or other activity. A nonconforming use would be allowed to be changed to any equally or more conforming use without providing the six to one ratio of required residential space.

The use provisions of the RC-4 District would be applicable to the requested Residential/Commercial subdistrict with the following modifications or additions:

1. institutional uses such as hospitals and medical facilities, laboratories, dormitories, philanthropic facilities, child-care facilities, educational institutions, and religious institutions; and community facilities such as clubhouse or community cultural center, would be permitted as principal uses;
2. utility uses such as telecommunications and internet communication facilities would be permitted as conditional uses;
3. automotive uses such as car rental or sales and storage garage or a nonaccessory parking garage would be permitted as principal uses for up five years to after project construction and thereafter as Conditional Uses;
4. assembly and entertainment uses such as meeting hall, theater, dance hall, night club, bowling alley, skating rink, and shooting gallery; animal services such as veterinary hospital, pet clinic, or commercial kennel; wholesale establishments; light manufacturing uses; and arts activities would be permitted as principal uses; and
5. business and professional offices above the ground floor; home and business services such as household repairs or interior decorating shops; commercial wireless transmitting, receiving or relay facility would be permitted as conditional uses.

Uses permitted in the requested rezoning, similar to the existing Residential subdistrict, would be subject to the overall 6:1 ratio between residential and nonresidential uses. Unlike the existing Residential subdistrict controls, community facilities, business services, entertainment and automotive uses (similar to those permitted in the adjacent C-3 district) would be permitted under the requested rezoning. Compared to Residential subdistrict controls which confine street frontage at grade level to residential lobbies, parking entrances and exits, and office and retail uses, the requested rezoning controls would specify a minimum of 50 percent retail space or other visually interesting activity for street frontage uses at grade level.

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<sup>16</sup> All areas used for parking for either residential or commercial uses would be excluded in the calculation of the residential/commercial ratio. Hotels, inns or hostels would be considered commercial rather residential.

### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

Similar to the Residential subdistrict density controls, the requested rezoning would provide no density limit requirements for residential uses. Unlike the existing Residential subdistrict which provides no density limits for nonresidential uses, the requested rezoning would provide density limits for non-residential uses in the form of a 5:1 FAR. The requested rezoning would also provide that parking area for residential or commercial uses would not be considered part of commercial FAR.

Unlike the existing Residential subdistrict setback controls that require 50 percent of building frontage to be set back at least 25 feet from the front property line above 50 feet in height, the requested rezoning would require 50 percent of the building frontage to be set back at least 12.5 feet from the front property line (or Folsom Street) above 80 feet in height. Additionally, the requested rezoning would require that no portion of a tower above the 80-foot base be required to be set back unless the tower occupies over 50 percent of building frontage. Compared to the setback controls of the existing Residential subdistrict, the requested rezoning would require approximately one-half the amount of building frontage setback and would require the setback at a higher building height (80 feet compared to 50 feet in the Residential subdistrict).

Open space requirements with the requested rezoning would be similar to those applicable in RC-4 Districts rather than those applicable in the existing Residential subdistrict which requires open space to be provided at the ratio of 1:13 for residential uses. With the requested rezoning, about 36 sq. ft. of private open space would be required for each residential unit. Non-residential open space would be required at 1:50. Common usable open space for each residential unit would be permitted to be substituted for private open space at the rate of 133 percent of the amount of required private open space as in other RC-4 districts. Overall, the amount of required open space would be less with the requested rezoning. Similar to the existing Residential subdistrict controls, the requested rezoning would permit up to 40 percent of the open space requirement for residential uses to be met by private open space with the following modification: private open space for each unit would be required to have a minimum area of 36 sq. ft. with a minimum dimension of 4 feet in any direction.

Similar to the existing Residential subdistrict, the rezoning request would establish requirements for parking at a maximum of one parking space per residential unit. Additionally, as with the existing Residential subdistrict controls, parking requirements for office use would be a maximum of one parking space per 1,500 sq. ft. of space. Therefore, parking controls requested by the rezoning would be essentially the same as the existing parking controls provided by the Residential subdistrict with the following exceptions: (i) parking in excess of one parking space per dwelling unit would not be classified as an accessory use; and (ii) retail parking would be provided at the ratio of 1 space per 500 sq. ft. of retail space for the first 60,000 sq. ft., and any



parking in excess of 60,000 sq. ft. would be provided at a maximum ratio of 1 space per each 1,500 sq. ft. of retail space. Thus, a greater number of parking spaces would be required for retail uses in the requested rezoning.

#### Height and Bulk District Changes

A height limit change from 105, 150, and 200 feet to 300 and 400 feet has been requested. The rezoning request would establish a new requirement for a minimum of a 50-foot height differential between towers if two towers are proposed on a development site (that is, if one tower is 400 feet, the other tower could be a maximum of 350 feet). The rezoning request would also establish a maximum height of 80 feet for the building base or podium. The existing SUD controls do not have a height limit for building bases. However, the Residential subdistrict requirement to set back 50 percent of a building frontage at least 25 feet from the front property line above 50 feet in height would make building bases appear to be 50 feet tall in the Residential subdistrict. All space above the 200-foot height level would be required to be devoted to residential use with the requested rezoning. There is no equivalent existing Residential subdistrict requirement.

The existing bulk limit would be changed from R (requiring 50 percent of the building frontage to be set back 5 feet above 80 feet ) to a new "W" bulk designation. The requested bulk limits would permit a maximum plan length of 110 feet and a maximum diagonal length of 125 feet for towers up to 300 feet tall, and a maximum length of 115 feet and a maximum diagonal length of 145 feet for buildings over 300 feet tall. A 10 percent volume reduction would be required for the upper portions of towers over 300 feet tall. Above the building base on Folsom Street, at least 50 percent of the 275-foot building frontage would be required to be set back a minimum of 12.5 feet, thereby differing from the Residential subdistrict setback requirement of 25 feet above a height of 50 feet. The rezoning request would establish requirements for a minimum separation of 82.5 feet between towers above a height of 80 feet, if two towers are proposed on a site, as applicable.

The requested height limits would be substantially higher and denser than existing height limits on the project site. Existing height districts covering the requested rezoning area permit building heights between 105 and 200 feet, about 100 to 295 feet shorter than the requested height limits. Existing height districts covering the area immediately adjacent to the requested rezoning area on all sides permit building heights between 80 and 200 feet, about 100 to 320 feet shorter than the requested height limits. Therefore the requested height limits would be double the existing height limits permitted in the project vicinity.

General Plan Amendments

*General Plan* amendments have been requested to address the new “Residential/ Commercial subdistrict” provisions and related changes within the *Rincon Hill Area Plan*. The requested amendments to the *Rincon Hill Area Plan* include:

- amending several Objectives to add reference to the proposed new Residential/Commercial subdistrict and amending Map 3, “Land Use”;
- deleting portions of Objective 20 Policies, and amending Map 5, “Publicly Accessible Open Space Opportunities,” that call for narrowing Main, Beale and Spear Streets;
- identifying separation-of-towers parameters for the new Residential/Commercial subdistrict;
- revising the open space requirements to conform with proposed Planning Code requirements in the proposed new Residential/Commercial Subdistrict of the Rincon Hill SUD;
- revising height limits, including amending Map 4.

The changes requested would eliminate the planned reduction in the width of Main, Beale and Spear Streets as recommended in Objective 13, Objective 22, and Objective 26 of the *Rincon Hill Area Plan*. Therefore, the proposed project would not meet these objectives. As requested, the rezoning would divide Rincon Hill into three subareas (residential, commercial/industrial, and residential/commercial) instead of the two included in Objective 3 Policies of the *Rincon Hill Area Plan*; and would amend the Land Use Plan (Map 3) to show a new Residential/Commercial subdistrict covering the 201 Folsom Street, 300 Spear Street, and 345 Main Street lots. The full text of requested amendments is presented in Appendix B, Requested Amendments to Planning Code and General Plan.

A new section is requested to be added to Objective 3 Policies of the *Rincon Hill Area Plan* (before “Non-Conforming Uses”), describing the requested Residential/Commercial subdistrict, and applying the “Residential/Commercial” designation to those properties (including those in the northern half of Blocks 3745 and 3746) that were previously zoned “P” but that have been or are in the process of being sold to private entities for private development. It would provide that this area, consisting primarily of two large vacant sites, be developed predominantly with high-rise residential structures built over bases containing a combination of residential, retail, office, and parking uses. The request would amend Height Limits (Map 4) to reflect overall height limits of 400 feet and 300 feet for the requested Residential/Commercial subdistrict.

### III. Environmental Setting and Impacts

#### A. Land Use, Zoning, and Plan Consistency

Other changes would revise the *Rincon Hill Area Plan* to be consistent with the requested rezoning, such as the Rincon Hill parking requirements in Objectives 5 and 26. Additional height would be allowed in the Residential/Commercial subdistrict. A minimum separation of 82.5 feet between towers measured above 80 feet in height would be specified in the Residential/Commercial subdistrict. This 82.5-foot tower separation is based on the predominant street width in the project vicinity. Open space area requirements under Objective 20 Policies would be replaced with a new ratio of one net square foot of open space per 50 square feet of gross floor area for all non-residential uses; and 36 net square feet of private open space for each residential unit. Common usable open space for each residential unit may be substituted for private open space at the rate of 133 percent of the amount of required private open space. Additionally, the percentage of the open space requirement for residential uses that may be met by providing private open space for the exclusive use of residents would be revised from 20 percent to 40 percent under Objective 20 Policies. Sidewalk widening provided in the Plan for Assessors Blocks 3744 to 3748 would be eliminated for Blocks 3745 and 3746, and Map 6 would be revised to reflect this change.

The project would incorporate urban design objective, Objective 12, of the *Rincon Hill Area Plan* to reduce the present industrial scale of the streets by creating a circulation network (in the form of a mid-block pedestrian walk-thru) through blocks.

#### **Comparison of Development Project to Existing Controls**

##### P Zoning

The development project as proposed would not be buildable under the existing P (Public) zoning. Under P zoning, the development site could be developed for a building that met the P zoning requirements, for instance, a public or a governmental agency structure. With conditional use authorization, a building housing institutional uses, community facilities uses, open recreational and horticultural uses, public facilities and utilities could be constructed on the development site.

##### Rincon Hill SUD

Controls requested by the rezoning project would allow 100 percent site coverage, compared to the 80 percent site coverage permitted by the current Rincon Hill SUD controls. Site coverage with the development project at 201 Folsom Street would be 100 percent as requested by the rezoning project; thus it would not comply with existing Rincon Hill SUD site coverage controls. The development project would comply with all the provisions of Planning Code Section



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249.1(b)(2) regarding sidewalk treatment because the project sponsor has agreed to install and maintain improvements such as lighting, paving, and street trees as per requirements.

Wind controls provided in the Rincon Hill SUD are not requested to be changed. According to Planning Code Section 249.1(b)(3), new buildings and additions to buildings may not cause ground-level winds to exceed the comfort criteria more than 10 percent of the time without an exception granted by the Zoning Administrator. An exception may be granted under two circumstances. First, if it can be shown that a building or addition cannot be shaped or other wind-baffling measures cannot be adopted without creating an unattractive and ungainly building form and without unduly restricting the development potential of the building site. Second, if the increase in wind speed is insubstantial because the comfort level is exceeded by a limited amount, in limited locations, or for limited amounts of time. (See Wind discussion, pp. 154-164, and Table 2 of Appendix D, pp. 10-11.)

Rincon Hill SUD Residential Subdistrict

The development project would comply with the use provisions of the Residential subdistrict because it would have residential lobbies, parking entrances and exits, and office and retail uses along grade-level street frontages. It would also comply with requested rezoning controls because it would have a minimum of 50 percent retail space along grade-level street frontages.

There are no existing SUD density limit controls. The development project would comply with the requested rezoning's density limit controls because FAR for non-residential uses would be within the 5:1 density limit.

Compared to the Rincon Hill SUD Residential subdistrict setback provisions that require 50 percent of the building frontage to be set back 25 feet above 50 feet in height, 50 percent of the building frontage on Folsom Street would be set back a minimum of 12.5 feet above the 80-foot building base. Therefore, the development project would have a substantially smaller setback (half the distance) at a higher level, and the building base would have a higher streetwall height (80 feet) than would be allowed under the existing controls.

Compared to the Rincon Hill SUD Residential subdistrict open space provisions that require open space to be provided at the ratio of 1 sq. ft. per 13 sq. ft. of residential space, the development project would provide open space at the ratio of 36 sq. ft. of private open space for each residential unit. The development project would provide residential open space at a lesser ratio than would be provided under the existing Residential subdistrict controls. Open space would be provided at the ratio of 1:50 for non-residential uses in the development project. There is no

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equivalent existing Residential subdistrict requirement controlling the provision of nonresidential open space.

The development project would comply with the residential parking provisions (one space per dwelling unit) provided in the existing Residential subdistrict controls. Unlike the existing parking requirements for retail use which specify one space for each 1,500 sq. ft. of occupied space, retail parking for the development project would be provided at the ratio of one space per 500 sq. ft. of occupied retail space. Therefore, the development project would provide three times more parking for retail uses than that required under the existing controls.

#### Height and Bulk Districts

The requested rezoning area has three Height and Bulk districts: 105-R, 150-R, and 200-R. The development project site is split between two Height and Bulk districts: 150-R and 200-R. Therefore, under the existing 150- and 200-foot height districts, most of the development site could be developed to a maximum height of 200 feet; a small portion of the site along the rear of the property could be developed up to a maximum height of 150 feet. Under the existing “R” bulk district, development on the site would require that above a height of 51 feet, the horizontal dimension and diagonal dimension for a building be a maximum of 200 feet each; and above a height of 150 feet, the horizontal dimension and diagonal dimension for a building be a maximum of 125 feet each.

Compared to the development project, which proposes a 400-foot-high mixed-use building, allowable development on the 201 Folsom Street site under the existing 150-R and 200-R height and bulk controls could be about 200 feet shorter and relatively less bulky than the proposed development project.

#### **Conclusion: Zoning and General Plan**

The requested rezoning to RC-4 (Residential-Commercial Combined: High Density) with the Rincon Hill SUD overlay would permit new kinds of uses including mixed residential and commercial uses, and higher density than would be permitted under the existing P (Public) zoning district, and would permit new uses similar to those allowed on or existing on nearby properties. The change to higher-density mixed uses would not cause significant adverse land use effects, but could lead to other physical impacts that are discussed elsewhere in the EIR. For instance, effects on nearby residential and commercial uses due to increased pedestrian activity and auto activity are discussed in III.C, Transportation.

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The increase in height limits from 105, 150 and 200 feet to 300 and 400 feet, and change from R to a new "W" bulk limit would permit taller and larger buildings in the requested rezoning area. Existing height districts covering the area immediately adjacent to the requested rezoning area allow building heights between 80 and 200 feet, about 100 to 320 feet shorter than the requested height limits. Therefore, the requested height limits would be double the existing height limits in the project vicinity. This could in turn lead to other physical impacts that are discussed elsewhere in the EIR. For instance, potential effects on nearby residential and commercial uses due to increases in shadow and wind are discussed in III.E, Shadows and Wind.

Physical effects that would occur due to changing the controls in the *Rincon Hill Area Plan* of the *San Francisco General Plan* would be similar to those discussed above related to changes in land use, in that they would encourage taller, mixed residential/ commercial uses. *General Plan* amendments would establish urban design parameters similar to requirements discussed above under: "Zoning Changes," and "Height and Bulk District Changes." Accordingly, the *General Plan* amendments could lead to physical impacts similar to the physical impacts of zoning district changes, and height and bulk limit changes. As with the changes to zoning, the potential effects of *General Plan* amendments are discussed elsewhere in the EIR.

#### PROJECT IN CONTEXT OF PROPOSED RINCON HILL MIXED USE DISTRICT

The requested rezoning controls would be similar to those in the proposed Rincon Hill Mixed Use District (RHM) which is currently under review by the Planning Department.<sup>17</sup> The proposed new RHM, similar to the requested rezoning, is intended to stimulate additional high-density residential development in the Rincon Hill area. The RHM proposes increasing building heights from the 84 to 250 feet range to a range of 84 to 400 feet; building heights for the requested rezoning site are proposed by the RHM to be in the range of 350 to 400 feet. Nearly all of the Rincon Hill area not already in the "R" bulk district is proposed to be changed to the "R" bulk designation.<sup>18</sup> The "R" bulk district would be amended to allow an 85-foot podium height limit, slightly more than the 80-foot podium height limit under the requested rezoning. Under the proposed RHM controls, buildings between 85 and 300 feet in height would be limited to a plan

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<sup>17</sup> See City and County of San Francisco, 2000.1081E: *Rincon Hill Mixed Use District, Notice of Preparation of a Draft EIR*, March 10, 2001. The controls proposed by the project would generally be consistent with those proposed by the Transbay Terminal/Caltrain Downtown Extension Project for the Transbay Redevelopment Plan area on the north side of Folsom Street, a project which is currently under review by the San Francisco Planning Department and San Francisco Redevelopment Agency. City and County of San Francisco, 2000.048E *San Francisco Transbay Terminal/Caltrain Downtown Extension Project*, Notice of Preparation and EIR Requirement, March 16, 2001.

<sup>18</sup> With the exception of a small portion of the proposed RHM district to the east and southeast which would remain in the "X" bulk district.



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length of 100 feet, and buildings between 301 and 400 feet in height to a plan length of 115 feet. In comparison, the new “W” bulk limit under the requested rezoning would permit a maximum plan length of 110 feet for buildings up to 300 feet height, and a maximum plan length of 115 feet for buildings between 300 and 400 feet tall. Additionally, a 10 percent volume reduction would be required for the upper portions of towers over 300 feet tall in the requested rezoning but not in the proposed RHM. Therefore, the basic height and bulk provisions of the RHM are similar to those in the requested rezoning, with the exception that buildings within the 300-foot height limit under the proposed RHM would be slightly less bulky than those under the requested rezoning. Separation between two towers on a site (about 82.5 feet) would be the same under the proposed RHM and the requested rezoning controls.<sup>19</sup>

As with the requested rezoning there would be no residential density limits under the proposed RHM controls. The proposed RHM would provide a non-residential FAR limit of 7:1, compared to a non-residential FAR limit of 5:1 under the requested rezoning which would mean a higher density of non-residential uses under the RHM controls as compared to the requested rezoning. However, both rezoning proposals would limit commercial space with the 6:1 ratio of residential to commercial space. Compared to residential open space required by the requested rezoning (36 sq. ft. per residential unit), the proposed RHM controls would require the provision of nearly 40 percent more residential open space (50 sq. ft. per residential unit). Non-residential open space would be required at the same ratio (1:50) under both RHM and requested rezoning controls. Off-street parking requirements for residences under RHM (a maximum of one parking space per two dwelling units with no minimum requirement) would be at least 50 percent less than those under the requested rezoning (one parking space per dwelling unit).

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<sup>19</sup> The rezoning request would also establish a minimum of a 50-foot height differential between towers if two towers are proposed on a site (that is, if one tower is 400 feet, the other tower could be a maximum of 350 feet). This is not proposed in the Rincon Hill MUD.

## B. VISUAL QUALITY/URBAN DESIGN

### SETTING

Existing visual quality and urban design conditions, and changes with the proposed development project are discussed in this subsection. Section II, Project Description, and Section III.A, Land Use, Zoning and Plan Consistency, describe the location of the requested rezoning area and development site, the existing built environment on the development site and in the vicinity, and the proposed development.

### GENERAL DOWNTOWN FORM

A general pattern of densely clustered high-rise development in the downtown core, tapering off to low-rise development at its periphery characterizes San Francisco's skyline. This compact urban form (the "downtown high-rise urban form") signifies the downtown as the center of commerce and activity. Yet despite its clarity of form, the downtown high-rise urban form is neither smooth nor uniform. A range of building heights in the downtown creates gaps, peaks, dips and inconsistencies within this pattern, allowing taller buildings and building tops to stand out in profile against the sky. This tension between conformity and variety in the skyline results in a readable and recognizable image for San Francisco.

South of the Transbay Terminal, from Main Street westward, the Terminal and its associated bus ramp system and rights-of-way have constrained post-World War II development. Building heights along this southern edge of the downtown high-rise urban form tend to drop off abruptly. The downtown area immediately south of the Transbay Terminal is occupied by surface parking, bus ramp structures, I-280 freeway off-ramps, and low-rise early Twentieth Century buildings. Several new low and mid-rise buildings have been constructed, are being constructed, or have been recently approved for this area. By contrast, east of Main Street, the southern edge of the downtown high-rise urban form has not been constrained by the Transbay Terminal. The transition from the high-rise downtown core southward is more tapered and gradual. This general effect is particularly evident when this area is viewed from the Bay Bridge approaching the City.

Comparatively low buildings along the waterfront contribute to the tapering of height with the decrease of elevation from hilltops to water that is characteristic of San Francisco; this pattern allows views of the Pacific Ocean and the Bay. In the project vicinity, the transition from inland to the waterfront is similarly marked by a gradual stepping down of heights, as is recommended by the *Rincon Hill Area Plan* and the Urban Design Element of the *General Plan*. Nearby

buildings on the waterfront incorporate an intricate, staggered design and are set back from the waterfront above the building base and at the upper levels. This design approach acknowledges the meeting of land and water while respecting the natural topography of the area; reduces the appearance of a towering street wall; and helps maintain a pedestrian-friendly environment close to the waterfront.

## PROJECT VICINITY

The collective mass of high-rise buildings in the downtown financial core is the “most prominent man-made component” of the City skyline.<sup>1</sup> The requested rezoning area is on the southern periphery of this “prominent downtown high-rise urban form.” It is part of the Rincon Hill Area, which has historically been characterized by predominantly low- to mid-rise industrial buildings and surface parking lots. Currently, the area is in the process of transformation and a number of comparatively high-intensity residential developments are under construction or have obtained approval to be built.

### Vacant Land

The immediate project vicinity is not characterized by a large degree of visual coherence. Its visual character is primarily defined by large areas of vacant land, including most of the rezoning area. Intervening between the immediate project vicinity and the downtown to the north is a mostly vacant east-west strip of land. This land, largely zoned P (Public Use) District, comprises the rights-of-way for Transbay Terminal bus ramps, I-280 Freeway off-ramps, and land formerly occupied by ramps to the now demolished Embarcadero Freeway. This is a portion of the area proposed to be included in the Transbay Redevelopment Project Area. The Golden Gate Transit bus parking lot occupying most of the block bounded by Folsom, Main, Howard and Beale Streets, and the two parking lots occupying the southern halves of blocks bounded by Folsom, Beale, Howard and Fremont Streets and by Folsom, Fremont, Howard and First Streets, respectively, are some of the publicly owned and large-scale potential development sites in the proposed Transbay Redevelopment Project Area.

In the immediate vicinity, large and vacant unrelieved expanses together with the comparatively large block sizes and wide streets typical for this South-of-Market area, create a sense of scalelessness for pedestrians, accentuating perceived distances. The primary visual contribution of the vacant land is the unobstructed views that it affords northward to the downtown.

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<sup>1</sup> City and County of San Francisco, *Downtown Area Plan of the General Plan*, p. II.I.27.



### **Early Twentieth Century Buildings**

Early Twentieth Century buildings punctuate the area intermittently. The most notable is the Hills Brothers Coffee Plant, east of the development site across the adjacent vacant site at 300 Spear Street. This six-story, red brick industrial building, built in 1925, is designated as City Landmark No. 157. It is distinguished by its Romanesque Revival style, decorative brickwork, tile-roofed campanile, and round-arched upper-story windows and arcade. In 1989 the building was incorporated into the mixed-use Hills Plaza complex. The new portion of the complex, to the north of the landmark, is designed to be compatible with its brick facing, deeply recessed vertical fenestration, low base element and hip roofed tower. The scale of the new building is broken down by means of sculptural articulation and by varied exterior treatment. Another nearby early Twentieth Century building is 301 Folsom Street, a four-story concrete warehouse building (now The Embarcadero Lofts residences) immediately west of the development site. The 301 Folsom Street building, built in 1937, is characterized by its classically derived elements executed in a stylized, restrained "Art-Moderne" idiom. Southeast of the development site on Spear Street is 400 Spear Street, a two-story brick industrial building (now residences). The 400 Spear Street building was originally built possibly as early as 1856, with subsequent additions. It is distinguished by its corbeled cornice, regularly spaced brick pilasters dividing the facade into bays of paired, segmentally arched windows.

The immediate project area is not within any district designated at the local, state or federal level for its historic or architectural character. Although the existing low-rise early Twentieth Century buildings within the vicinity contribute to the varied visual character of the area, they are too dispersed and few in number to define the visual character of the immediate area.

### **Other Nearby Buildings**

East of the development site and north of the vacant strip of parking lots that separates the project area from the downtown, is a combination of high-rise and mid-rise development. East of the development site across Main Street is a surface parking lot at 300 Spear Street, the telecommunications/utility building (at 345 Main Street), and the Telecom Center 1 (at 360 Spear Street). Across Folsom Street and north of the development site is a paved parking lot, a two-story building at 160 Folsom Street, a 17-story office building at 221 Main Street, a six-story office building at 220 Spear Street, a four-story office at 210 Spear Street, a five-story office at 101 Howard Street, the 17-story Charles Schwab building at 211 Main Street, a two-story industrial building at 200 Folsom Street, the Golden Gate Bus Parking lot, and another surface parking lot occupying the southern half of the block bounded by Folsom, Beale, Howard and Fremont Streets.

The adjacent blocks to the south across Harrison Street are characterized by a combination of low- and mid-rise buildings with heights ranging from 2 to 13 stories; for instance, the two-story Harbor Lofts at 400 Spear Street, the five-story office building at One Harrison Street, the nine-story Portside II residential building at 403 Main Street, the 12-story Bridge View Towers residential building under construction at 400 Beale Street, and the 13-story Bay Crest residential building at 201 Harrison Street. The adjacent blocks to the west across Beale Street are characterized by mid- and high-rise buildings and a parking lot; for instance, the five-story Embarcadero Lofts (at 300 Beale Street), the 19-story Avalon Towers (at 388 Beale Street) and the surface parking lot at the corner of Beale and Folsom Streets.

These buildings assume a variety of forms. They are horizontal and boxlike in massing (like 390 Main Street and 360 Spear Street), vertical and boxlike in massing (like 211 and 221 Main Street), irregular in form (like Hills Plaza), symmetrical and tiered in form incorporating successive setbacks (like the Gap Inc. Headquarters) or irregular and angular in form (like Avalon Towers and Hills Plaza). They are flat-topped (like 221 Main Street) or terminated with a distinctive feature (like Avalon Towers, Hills Plaza and the Gap Inc. Headquarters).

Buildings in the project vicinity also employ a variety of exterior treatments. They are rough-textured (like Hills Plaza and 221 Main Street), and smooth-skinned (like Avalon Towers and 360 Spear Street). They are clad in brick (like the Gap Inc. Headquarters and Hills Plaza), stucco, masonry panel (like 345 Main Street), or metal and glass curtain wall (like 211 Main Street).

Despite a high degree of visual heterogeneity among nearby buildings, broad patterns are discernible. Buildings are generally built to the property line and maintain a five-to eight-story streetwall. Ground floors, and often the second floor, are generally differentiated from the upper floors with projecting band courses, awnings, or by other means. Fenestration is horizontal in proportion and facade organization is generally horizontal in emphasis contributing to a horizontal stacked appearance.<sup>2</sup>

### **Development Site**

The development site is a 275-foot by 275-foot, 270-vehicle, surface parking lot with no existing buildings or trees. The 300 Spear Street site, immediately east of the development site, is a 290-vehicle surface parking lot with no existing buildings or trees. The 345 Main Street lot, across Main Street east of the site (and to the immediate south of 300 Spear Street), is occupied by a

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<sup>2</sup> Hills Plaza is an exception. Its windows are vertical in proportion and its expressed piers and recessed spandrel panels contribute to a verticality of exterior expression.

### III. Environmental Setting and Impacts

#### B. Visual Quality and Urban Design

five-story telecommunications/utility building. The remaining portions of Assessor's Blocks 3746 and 3745 that are not part of the requested rezoning are occupied by 390 Main Street and 360 Spear Street. The eight-story U.S. Postal Service Annex at 390 Main Street is immediately south of the development project site. The five-story Telecom Center 1 building at 360 Spear Street is across Main Street east of 345 Main Street.

#### VIEWS

View corridors are defined as physical elements such as buildings and structures that guide lines of sight and control view directions available to pedestrians and motorists. The 201 Folsom Street site affords several prominent views to surrounding areas, including The Embarcadero, the Bay and the Bay Bridge to the east; the skyline of downtown San Francisco and the Financial District to the north; and the anchorage of the overhead Bay Bridge, and the Rincon Point - South Beach area to the south.

The Folsom Street view corridor in the project vicinity is framed by a combination of parking lots and mid- to high-rise buildings looking east towards The Embarcadero, and by low- to mid-rise buildings looking west. The Beale Street view corridor is framed by parking lots and mid-rise buildings looking north toward the Transbay Terminal, and mid- to high-rise buildings looking south towards the Bay Bridge anchorage. In the project vicinity, the Harrison Street view corridors in both east and west directions are framed by low- to mid-rise buildings. The Main Street view corridor in the project vicinity is framed by low- to mid-rise buildings looking south towards Rincon Point- South Beach area and The Embarcadero, and by progressively taller buildings looking north towards the Downtown and the Financial District.

The visual setting of the area two blocks east of the development site is dominated by the Bay and its attendant waterfront features, such as the Bay Bridge, the waterfront promenade, the piers, and The Embarcadero. In the project vicinity, the undeveloped land along the waterfront and to the immediate east of The Embarcadero is the site of the future Rincon Park. Buildings fronting The Embarcadero, such as Hills Plaza and the Gap Inc. Headquarters, display staggered massing and graduated setbacks above the building base and at the upper levels in deference to their waterfront context. The stepped-down form of these waterfront properties and the manner in which they frame the view from the waterfront looking west down Folsom Street is shown in Figure 23: View A, p. 98. A portion of the site of the future Rincon Park (under construction) is visible in the foreground of this view.

Immediately behind the Gap Inc. Headquarters on the north side of Folsom Street are high-rise office buildings, including the 17-story Charles Schwab building, between Spear and Main



Streets. Behind the high-rise buildings are three publicly owned large-scale development sites, currently used as surface parking, in the proposed Transbay Redevelopment Project Area. Behind Hills Plaza are the 300 Spear Street site and the development site. A five-story loft building at 300 Beale Street, and the PG&E substation at the intersection of Folsom and Fremont Streets can be seen further in the distance in Figure 23: View A.

The visual setting of the area flanking Main Street south of Howard Street and up to the anchorage of the Bay Bridge is framed by a combination of parking lots and low-, mid- and high-rise buildings. East of Main Street, buildings get shorter and smaller in scale as they approach the Bay Bridge anchorage; and west of the street, the density of development progresses from parking lots to low-rise, mid-rise and finally to high rise buildings closest to the Bay Bridge anchorage. The view looking south on Main Street from Howard Street is illustrated in Figure 24: View A, p. 100. It includes a portion of the western facade of the Charles Schwab building and a small portion of the base of the 17-story office building at 221 Main Street (obscured by trees) east of Main Street. A surface parking lot at the intersection of Main and Howard Streets, two-story industrial buildings at 200 and 160 Folsom Street, the surface parking lot at the 201 Folsom Street development site, the eight-story USPS Postal Annex at 390 Main Street and a small portion of the nine-story Portside II residential building at 403 Main Street are visible to the immediate west of Main Street. Further in the distance, buildings in the South of Market area including the five-story Embarcadero Lofts at 300 Beale, the 19-story Avalon Towers, the under-construction 26-story Bridge View Towers at 400 Beale Street, and the Bank of America clock tower are also visible to the west.

In the project vicinity, the north side of Folsom Street is characterized by a combination of large parking lots and buildings that get progressively taller towards the east before stepping down in height toward the waterfront. The south side of Folsom Street in the project vicinity is characterized by mainly low- to mid-rise buildings with the exception of the waterfront-facing 18-story residential portion of Hills Plaza. The existing view looking east from Folsom Street two to three blocks west of the development site is illustrated in Figure 25: View A, p. 101. In this view, a surface parking lot is visible along the north side of the Folsom Street sidewalk in the foreground; behind the parking lot toward the northeast a portion of the high-rise office building at 199 Fremont Street can be seen. Directly across Folsom Street on the south side, a four-story office building at 501 Folsom Street, the PG&E substation and the four-story lofts at 345 Folsom Street are visible. Distant views of high-rise office buildings, including the Gap Inc. Headquarters, the office building at 221 Main Street, and the Charles Schwab building at 211 Main Street, are visible on the north side of Folsom Street. A four-story office building at 345 Folsom Street, a five-story loft building at 300 Beale Street and the high-rise portion of Hills Plaza can be seen in the distance on the south side of Folsom Street in this view.

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The upper deck of the San Francisco - Oakland Bay Bridge affords expansive views of the City and the Bay, including the meeting of land and water, distant views of the hills, Twin Peaks and Mount Davidson, towards the west. The "urban landform hill" created by the 400- to 600-foot-tall buildings in the heart of Downtown that gradually slopes down towards the south and the waterfront is visible from the Bay Bridge. (See Figure 26: View A, p. 102.) From this view, the gradual down-sloping profile of the southern periphery of the downtown high-rise urban form is seen against the undulating ridgeline of the hills that rise in the background. This linear juxtaposition of the urban built form and natural land forms contributes to a clear and recognizable image for motorists as they enter the City.

The distant view of downtown from atop Twin Peaks shows the downtown skyline against the San Francisco Bay and the East Bay hills beyond (See Figure 27: View A, p. 104.) Prominent landmarks from this vantage point are the Transamerica Pyramid, Market Street and the Bay Bridge. The tapered downslope at the southern periphery of the downtown high-rise urban form appears to end near the foot of the Bay Bridge. Scattered high-rise residential buildings are seen to the north of the downtown core beyond the periphery of downtown.

### **IMPACTS**

#### **SIGNIFICANCE CRITERIA**

A project would have an adverse impact on visual quality if it would cause a substantial, demonstrable negative aesthetic effect. The project would have such an effect if it were to: (1) be substantially incompatible with the surrounding environment by introducing structures of substantially greater size, mass, and scale into the area; or (2) substantially change important view corridors and obstruct scenic views.

Changes in visual quality and urban design would result from three aspects of the proposed project: 1) removal of the parking lot on the site; 2) rezoning of portions of Assessor's Blocks 3745 and 3746, including the development site, from P to RC-4, and increasing the height limits from 105, 150, and 200 feet to 300 and 400 feet; and 3) construction of the proposed project.

#### **COMPARISON WITH EXISTING VISUAL QUALITY/URBAN DESIGN ENVIRONMENT**

The proposed development would increase the scale of development on the 201 Folsom Street site from a paved surface parking lot to towers of 400 feet and 350 feet. The height and bulk of the proposed building would be greater than that of other development in the surrounding Rincon

Hill area. Several high-rise buildings have been built recently or are under construction in the Rincon Hill area within two to three blocks of the development site, including the 19-story Avalon Towers at 388 Beale Street, the 26-story residential building under construction at 400 Beale Street, and the high-rise building recently approved at 333 First Street at the intersection of First and Folsom Streets. (See Figure 21, p. 59, for the location of nearby existing and approved residential projects.)

The development proposes to build two residential towers, 400 feet and 350 feet in height. The building base would be built to the property lines on Main, Folsom, and Beale Streets, thereby maintaining a street wall height of about 80 feet. Above the sixth level, portions of the building base would be set back about ten feet, and private patios would be provided at these setbacks along Main and Beale Streets on the seventh level. (See Figure 11, p. 44.) A north-south-oriented open terrace at the seventh level would extend up to the edge of the building base above Folsom Street, and would bisect the building base from the seventh through the ninth levels. There would be two terraces above the building base at the ninth level.

The two towers, the 350-foot Main Street Tower and 400-foot Beale Street Tower, would be placed at the diagonal corners of the site to create the greatest separation between towers. The mass of each tower would be reduced at the upper levels by employing a system of setbacks and terraces to respond to the urban design objectives in the *Rincon Hill Area Plan* to design towers with slender, stepped, and tapered silhouettes. Above the ninth level, the towers would be set back at all four corners and balconies would be provided at these corners. Above the 25<sup>th</sup> level, the Main Street Tower would be set back at all four corners, and above the 27<sup>th</sup> level, the Beale Street Tower would be set back at all four corners.

A variety of materials, such as stone, precast concrete, metal and lightly tinted glass, would be used in the building's facade. The design of the exterior skin is intended to accentuate the articulated massing and vertical proportions of the proposed towers, add visual interest, organize the facade and break down the towers' actual and perceived volume.

The development project would include features that are intended to unite the building with nearby existing and future buildings, enhance the pedestrian environment and convey a sense of human scale at street level. A horizontal nine-story "base" element would be articulated and differentiated from the towers above by setbacks. The base element would hold the streetwall and extend horizontally to create continuity with the adjacent horizontal bases at Hills Plaza, Gap Headquarters and the proposed 300 Spear Street development project. A high retail ground floor with transparent storefronts is intended to create visual interest for pedestrians. The horizontality of the base is relieved by setbacks and the repetition of vertical fenestration that are intended to



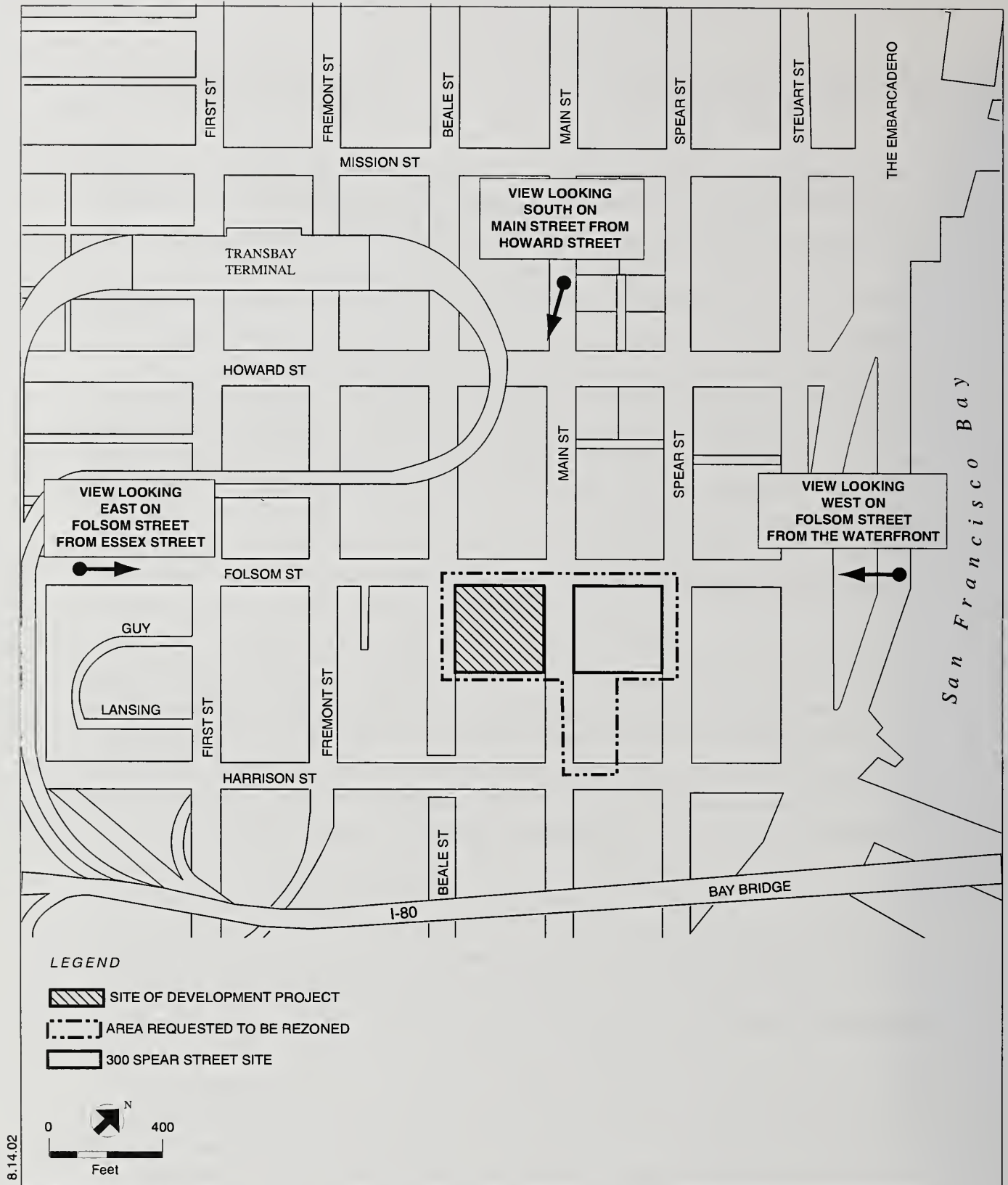
create visual interest, texture and rhythm. A projecting horizontal string course would set off the ground stories and is intended to reinforce the horizontal articulation of the base element and provide a sense of human scale at street level by interrupting the eye as it travels up the building.

The visual analysis in this EIR also considers the implications of the proposed project's requested rezoning of portions of Assessor's Blocks 3746 and 3755, including the requested height limit change from 105, 150 and 200 feet to 400-foot and 300-foot height limits. Therefore, the development proposed on the adjacent parking lot at 300 Spear Street is analyzed in conjunction with the proposed development project and shown in the accompanying Figures as representative of what could be developed under the requested rezoning. A residential development with two high-rise towers above a building base is proposed at 300 Spear Street, similar to the proposed development at 201 Folsom Street.

#### **VIEWS OF THE PROPOSED DEVELOPMENT PROJECT**

Photographs showing representative views of the development site have been taken at three ground-level locations, from the San Francisco - Oakland Bay Bridge, and from atop Twin Peaks. Visual simulations of the development project and adjacent 300 Spear Street proposal were developed from these selected view points. (See Figure 22: Viewpoint Locations.) The proposed development, along with the proposed 300 Spear Street would create a vertical high-rise form at the current southern periphery of the downtown high-rise urban form. The overall visual effect would be to extend the downtown high-rise urban form further southward.

Figure 23: View Looking West on Folsom Street from the Waterfront Promenade, illustrates views looking west on Folsom Street from The Embarcadero across the development site of the future Rincon Park. A small portion of the proposed development project's 32-story Beale Street Tower and building base would be visible behind the proposed 300 Spear Street and the 225-foot-tall high-rise residential portion of Hills Plaza in View B. The development project would not conform to the general pattern evident to the north of the development site, which is characterized by a gradual stepping down of building heights eastward to The Embarcadero and the water's edge. The setbacks above the proposed building base and above the 27<sup>th</sup> level of the Beale Street Tower would be visible. The Beale Street Tower along with the proposed 300 Spear Street would replace views of the five- to ten-story buildings two blocks to the west at the intersection of Folsom and Beale Streets. The proposed developments at 201 Folsom Street and 300 Spear Street would be substantially taller than Hills Plaza's residential tower and base that step down toward the waterfront.



SOURCE: Turnstone Consulting





**A. EXISTING**

HILLS PLAZA

PROPOSED  
DEVELOPMENT PROJECT SITE

GAP INC.  
HEADQUARTERS



**B. PROPOSED PROJECT**

PROPOSED  
300 SPEAR STREET  
(behind Hills Plaza)

PROPOSED DEVELOPMENT  
BEALE STREET TOWER  
(in background)

**FIGURE 23: VIEW LOOKING WEST ON FOLSOM STREET  
FROM THE WATERFRONT PROMENADE**



Figure 24: View Looking South on Main Street from the Intersection of Main and Howard Streets, shows the proposed Main Street Tower and Beale Street Tower and building base across the intervening open parking lots. At the lower levels, the building base's northern facade would be partly obscured by the two-story industrial buildings immediately north of the development site. The open terrace between the two towers and setbacks above the sixth level would be visible, as would the northern terrace and setback of the Main Street Tower above the building base (ninth level). A small portion of the southern terrace and setback to the south would also be visible behind the Beale Street Tower. The northern facades of Main and Beale Street Towers would clearly show recessed corners above the 25<sup>th</sup> and 27<sup>th</sup> levels, respectively. A small portion of the proposed 300 Spear Street would be visible behind the Charles Schwab building to the east of Main Street. Views of Avalon Towers to the south would be partially obscured and views of the Bridge View Towers under construction, further south, would be completely obscured by the Beale Street Tower. A portion of the USPS Postal Annex would be visible between the towers and above the building base.

Figure 25: View Looking East on Folsom Street from Essex Street, illustrates views looking east on Folsom Street from three blocks west of the development site. View B shows the proposed 400-foot Beale Street Tower set back above the building base along the south side of Folsom Street. The Beale Street Tower's western facade would clearly show recessed corners above the 27<sup>th</sup> level. The 350-foot Main Street Tower would be visible above the PG&E substation while views of the western facade of the building base would be obscured by low-rise buildings immediately west of the proposed development. The proposed 300 Spear Street would be visible behind the proposed development project along the south side of Folsom Street. A high-rise residential development under construction at 333 First Street and the PG&E electrical substation are in the foreground on the south side of Folsom Street. Views of Hills Plaza with the Bay Bridge in the background would be obstructed. The proposed development project and the proposed 300 Spear Street would appear substantially taller than existing buildings in the surrounding areas south of Folsom Street.

Figure 26: View Looking West from the Bay Bridge, illustrates views to the west from the upper deck of the San Francisco - Oakland Bay Bridge. In View B, the proposed development project would be seen behind the more prominently visible development proposed at 300 Spear Street. Only the upper corner of the 400-foot Beale Street Tower would be visible whereas a larger portion of the 350-foot Main Street Tower would be visible behind the proposed 300 Spear Street from this viewpoint. The 400 Beale Street residential building is shown to the left of the 300 Spear Street and 201 Folsom Street development projects, blocking the view of most of the Bank of America Tower behind it. The development project's residential towers would be taller





↑ CHARLES SCHWAB BUILDING  
 ↑ U.S. POSTAL SERVICE ANNEX  
 ↑ 200 FOLSOM STREET  
 ↑ AVALON TOWERS  
 ↑ 300 BEALE STREET  
 ↑ BANK OF AMERICA TOWER

**A. EXISTING**

↑ PROPOSED 300 SPEAR STREET  
 (behind Charles Schwab Building)  
 ↑ PROPOSED DEVELOPMENT MAIN STREET TOWER  
 ↑ PROPOSED DEVELOPMENT BEALE STREET TOWER

**B. PROPOSED PROJECT**

SOURCE: Square One Productions and Turnstone Consulting

201 FOLSOM STREET

2000 1073E

**FIGURE 24: VIEW LOOKING SOUTH ON MAIN STREET FROM HOWARD STREET**





A. EXISTING

↑ GAP INC. HEADQUARTERS    ↑ HILLS PLAZA    ↑ PG&E SUBSTATION    ↑ 501 FOLSOM STREET



B. PROPOSED PROJECT

↑ PROPOSED 300 SPEAR STREET (in background)    ↑ PROPOSED DEVELOPMENT MAIN STREET TOWER (behind PG&E substation)    ↑ 333 FIRST STREET (under construction)

8.14.02

SOURCE: Square One Productions and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 25: VIEW LOOKING EAST ON FOLSOM STREET FROM ESSEX STREET





A. EXISTING

HILLS PLAZA  
(with proposed  
development site behind it)

GAP INC.  
HEADQUARTERS



B. PROPOSED PROJECT

400 BEALE STREET  
(under construction)

PROPOSED  
DEVELOPMENT  
(behind 300 Spear Street)

PROPOSED  
300 SPEAR STREET  
(behind Hills Plaza)

8.14.02

SOURCE: Square One Productions and Turnstone Consulting

201 POLSON STREET

2000.1073E

FIGURE 26: VIEW LOOKING WEST  
FROM THE BAY BRIDGE

than existing buildings in the project vicinity, but they would be the same height as or shorter than most high-rise office towers in the Downtown area north of Folsom Street.

The proposed development, along with the proposed 300 Spear Street would create a dense high-rise cluster at the southern periphery of the downtown high-rise urban form. This new form would alter transitory views enjoyed by motorists moving westbound on the Bay Bridge. From certain points, it would introduce a vertical volume that would bisect the ridgeline of the hills beyond, temporarily altering the relationship that exists in the juxtaposition of the sloped urban form in the foreground and the natural form of the hills beyond.

The development project at 201 Folsom Street and the proposed 300 Spear Street would create a lower, secondary and peripheral high-rise urban form in the Rincon Hill area between the downtown high-rise urban form to the north and the relatively lower elevation areas of China Basin Channel and the waterfront to the south. The lower and smaller urban form of the Rincon Hill area would have a 400-foot height limit, whereas the Downtown has buildings reaching over 600 feet in height. The “valley” between these two high-rise urban areas, extending roughly from Mission to Folsom Streets, has a predominantly 200-foot height limit and is occupied by low- and mid-rise buildings or is vacant. Heights in this transition area could increase if the proposed Transbay Redevelopment Plan Area is approved and implemented.

In Figure 27: View Looking East from Twin Peaks, the proposed development project is seen in the context of the entire downtown. The development project would be at the southern periphery of the downtown high-rise urban form, extending this high-rise urban form southward. The proposed development project along with the proposed 300 Spear Street development would bisect a portion of the view of the San Francisco - Oakland Bay Bridge replacing the view of a bridge tower.

### Conclusion

The development project, together with the similarly scaled proposed 300 Spear Street, proposed within the area of the requested rezoning, would constitute a substantial change in the visual environment south of Folsom Street. The two developments would replace two surface parking lots with high-rise residential developments having towers of 350 feet and 400 feet in height. The proposed development project and proposed adjacent development would step up from existing buildings of varying height and bulk nearby in the Rincon Hill area.





A. EXISTING



B. PROPOSED PROJECT

PROPOSED DEVELOPMENT  
BEALE STREET TOWER  
(Proposed 300 Spear Street behind)

8.14.02

SOURCE: Square One Productions and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 27: VIEW LOOKING EAST FROM TWIN PEAKS



### III. Environmental Setting and Impacts

#### B. Visual Quality and Urban Design

The development project would not substantially change important view corridors and obstruct scenic views. From moving vantage points for westbound motorists on the Bay Bridge, the proposed development project, along with the proposed 300 Spear Street, would alter the transitory visual relationship between the down sloping urban built form in the foreground and the natural form of the hills beyond.

The development project would not be substantially incompatible with the surrounding environment by introducing structures of substantially greater size, mass, and scale into the area. Large expanses of vacant land in close proximity to the dense downtown core, including the development site, characterize much of the immediate vicinity. The project vicinity is not characterized by an established, cohesive, distinctive or fragile visual character that would be degraded by the proposed development project. The development project would not entail the demolition of any historic, visual or open space resource. The proposed 201 Folsom Street building would include features that are intended to enhance the pedestrian environment, convey a sense of human scale and visual interest at street level and create continuity with nearby existing and future buildings.

For these reasons, although the proposed building in combination with development at the 300 Spear Street site would dramatically change the visual character of the site and vicinity, and would alter the existing pattern of heights at this southern periphery of the downtown high-rise urban form, the proposed rezoning and development project would not result in significant adverse impacts on visual quality and urban design in San Francisco.

## C. TRANSPORTATION<sup>1</sup>

### SETTING

The existing conditions (including traffic, transit, parking, pedestrians and bicycles) presented in this analysis are based on observations and counts conducted in 2000 and 2001, plus the most-recent data obtained from the San Francisco Municipal Railway (MUNI) and the regional transit operators.

### TRANSPORTATION STUDY AREA

The transportation analysis established study areas around the project site for traffic, transit and parking. These study areas are shown on Figure 28: Transportation Study Areas.

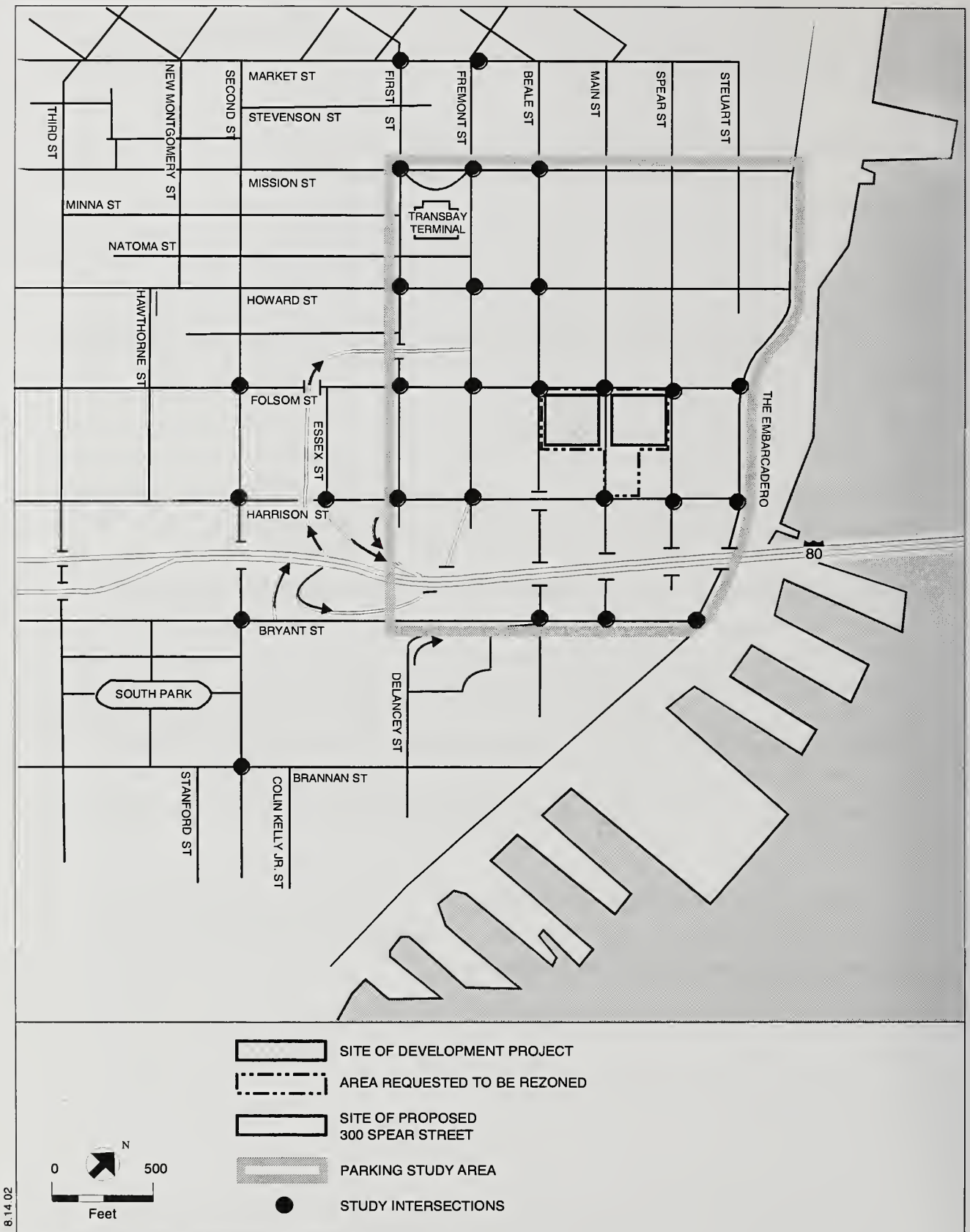
For the traffic analysis, 27 study intersections were identified as locations likely to be most affected by the proposed project. The study intersections include most of the intersections between Market Street to the north, The Embarcadero to the east, Bryant Street to the south and Second Street to the west. Intersections more distant from the project site were not analyzed as part of this study, since project-generated traffic would be dispersed among the many local streets farther from the project site, and consequently, would be less than at the study intersections.

The transit study area includes the local and regional transit service within two blocks of the project site.

The parking study area is bounded by Mission Street to the north, The Embarcadero to the east, Bryant Street to the south and First Street to the west. The pedestrian and bicycle study area includes the local streets adjacent to the project block.

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<sup>1</sup> The information in this section is from the *300 Spear Street / 201 Folsom Street Transportation Study – Final Report*, January 31, 2002, prepared by Wilbur Smith Associates. This report is on file and available for public review by appointment at the San Francisco Planning Department, located at 1660 Mission Street.





## ROADWAY NETWORK

### Regional Freeways

The project site is served by Interstate 80 (I-80), U.S. 101 and Interstate 280 (I-280).

I-80 provides the primary regional access to the project area. The San Francisco - Oakland Bay Bridge is part of I-80 and connects San Francisco with the East Bay and points east. I-80 runs through the study area, approximately one block south of the project site. Access to and from the project site is via off-ramps at Fremont, Harrison, and Fourth Streets; and via on-ramps at First and Harrison Streets, Essex Street and Sterling Street (high occupancy vehicles only).

U.S. 101 provides access to areas north and south of the project area. I-80 joins U.S. 101 southwest of the project site, providing access to the Peninsula and South Bay. Nearby access to U.S. 101 southbound is from I-80. U.S. 101 connects San Francisco and the North Bay via the Golden Gate Bridge. In northern San Francisco, U.S. 101 operates on surface streets (Van Ness Avenue and Lombard Street). I-280 provides regional access to southwest San Francisco and the South Bay/Peninsula. I-280 and U.S. 101 have an interchange south of downtown San Francisco. Nearby access points to I-280 are located at King Street near Fifth Street and at Sixth and Brannan Streets.

### Local Streets

In the South of Market area, streets that run in the northwest/southeast direction are generally considered north-south streets, whereas streets that run in the southwest/northeast direction are generally considered east-west streets. Table 2 presents the *San Francisco General Plan* designations and bicycle routes for the streets in the vicinity of the project site.

Market Street is a two-way arterial that runs between Steuart Street to the east and Portola Drive to the west. Mission Street is a four-lane arterial that runs in an east-west direction between The Embarcadero and Van Ness Avenue, and continues in a north-south direction west of Van Ness Avenue. Left turns from Mission Street are generally prohibited between Main/Beale Streets and Tenth Street. One of Mission Street's two lanes in the westbound direction, between Main and Third Streets (7:00 a.m. to 6:00 p.m., weekdays) and between Fourth and Eleventh Streets (4:00 to 6:00 p.m., weekdays), is dedicated as a right-turn/bus-only lane. In the eastbound direction, Mission Street has a bus only lane between Third and Beale Streets (7:00 a.m. to 6:00 p.m., weekdays).

**Table 2: General Plan Designations for Local Street Network**

<b>Street</b>	<b>General Plan Designations<sup>1</sup></b>			<b>Bicycle<sup>5</sup></b>
	<b>Vehicular<sup>2</sup></b>	<b>Transit<sup>3</sup></b>	<b>Pedestrian<sup>4</sup></b>	
Market Street	- Transit Conflict Street in CMP Network	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street - Citywide Pedestrian Network Street	- Citywide Bicycle Route #50
Mission Street	- Transit Conflict Street in CMP Network	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street - Citywide Pedestrian Network Street	-
Howard Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	-	- Citywide Bicycle Route #30
Folsom Street	- Major Arterial in CMP Network - MTS Street	-	-	- Citywide Bicycle Route #30
Harrison Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	- Neighborhood Commercial Street	-
Bryant Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	- Neighborhood Commercial Street	-
Brannan Street	- Major Arterial in CMP Network - MTS Street	-	-	-

(continued)

Street	Vehicular <sup>2</sup>	General Plan Designations <sup>1</sup>			Bicycle <sup>5</sup>
		Transit <sup>3</sup>	Pedestrian <sup>4</sup>		
The Embarcadero	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	- Neighborhood Commercial Street	- Citywide Bicycle Route #5 - Bay, Ridge and Coast Trail	
Spear Street	-	-	-		
Main Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	-		
Beale Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	-		
Fremont Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street		
First Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street		
Essex Street	-	-	-		
Second Street	-	-	- Neighborhood Commercial Street	- Citywide Bicycle Route #11	

*Notes:*

- <sup>1</sup> *San Francisco General Plan*, Transportation Element. Appendix C includes the definition of the various General Plan designations  
<sup>2</sup> Transportation Element, Maps 6-8, pp. 1.4.32-34.  
<sup>3</sup> Transportation Element, Map 9, p. 1.4.42.  
<sup>4</sup> Transportation Element, Maps 11-12, pp. 1.4.55-56.  
<sup>5</sup> Transportation Element, Map 13, p. 1.4.59.

*Source: San Francisco General Plan, Transportation Element, Wilbur Smith Associates, February 2002*



Howard Street runs between The Embarcadero and South Van Ness Avenue. It is a two-way arterial with two travel lanes in each direction between The Embarcadero and Fremont Street, and a one-way arterial west of Fremont Street with four travel lanes in the westbound direction. In the vicinity of the project site, on-street parking is provided on both sides of the street; however, parking is prohibited along the north curb during the p.m. peak period (4:00 to 6:00 p.m.) to provide an additional traffic lane.

Folsom Street runs between The Embarcadero and Ripley Street (south of Cesar Chavez Street). Folsom Street is a four-lane eastbound one-way arterial from Eleventh Street to Main Street, and a two-way arterial with three eastbound lanes and one westbound lane between Main Street and The Embarcadero. In the vicinity of the project site, Folsom Street has 10-foot-wide sidewalks and both metered and unmetered parking on both sides of the street. Between Spear and Beale Streets, parking is restricted along the south side of the street to provide vanpool parking during the a.m. peak period (6:00 to 9:00 a.m.), and bus stops for Golden Gate Transit are located on the south side of the street.

Harrison Street runs between The Embarcadero and Norwich Street (south of Cesar Chavez Street). Harrison Street operates two-ways between The Embarcadero and Third Street, and one-way westbound between Third and Tenth Streets. In the vicinity of the project site, Harrison Street has two lanes in each direction between The Embarcadero and Spear Street, and one eastbound and three westbound lanes west of Spear Street (to First Street), with 8-foot-wide sidewalks and on-street parking on both sides of the street. Bryant Street and Brannan Street are east-west streets located south of the Bay Bridge; they begin at the Embarcadero and extend to Tenth Street and beyond.

The Embarcadero is a two-way roadway that runs between China Basin and Taylor Street, near Fisherman's Wharf. In general, it has two travel lanes in each direction with a wide center median for the N-Judah and F-Market transit lines.

Spear Street is a north-south roadway that runs from Market to Harrison Street, and ends in a cul-de-sac south of Harrison Street. Between Market and Harrison Streets, Spear Street is one-way southbound with three travel lanes. South of Harrison Street, Spear Street is a two-way roadway. In the vicinity of the project site, Spear Street has 9- to 15-foot-wide sidewalks, with metered and unmetered parking on both sides of the street.

Main Street is a north-south roadway that runs between Market and Bryant Streets. South of Folsom Street, Main Street is two-way, with one northbound lane and two southbound lanes.

North of Folsom Street, Main Street operates one-way northbound only, with three travel lanes. In the vicinity of the project site, Main Street has 9- to 15-foot-wide sidewalks; both metered and unrestricted parking are provided on both sides of the street.

Beale Street is a north-south street that runs between Market and Bryant Streets, and ends in a cul-de-sac south of Bryant Street. Beale Street underneath I-80/Bay Bridge has been temporarily closed since September of 2001. Between Market and Bryant Streets, Beale Street is one-way southbound; south of Bryant Street, Beale Street is a two-way roadway. Beale Street has no intersection with Harrison Street, but passes under the street. In the vicinity of the project site, Beale Street has three travel lanes, plus 9-foot sidewalks and on-street parking on both sides of the street. On the east side of the street, between Harrison and Folsom Streets, 90-degree parking is permitted.

Fremont Street is a north-south arterial that runs between Harrison and Market Streets. Two off-ramps from eastbound I-80 touch down on Fremont Street (at Harrison Street, and mid-block between Howard and Folsom Streets). Between Harrison and Folsom Streets, Fremont Street is two-way and has two travel lanes in each direction. North of Folsom Street, Fremont Street operates one-way northbound only, with two to four travel lanes (including a transit only lane between Mission and Market Streets).

First Street is a north-south arterial between Market and Harrison Streets and provides access to eastbound I-80 and the Bay Bridge. First Street is one-way southbound, with four travel lanes (between Market and Howard Streets, one lane is dedicated for transit vehicles only). Essex Street is a north-south street that runs between Folsom and Harrison Streets, west of Tenth Street, and provides access to an on-ramp to eastbound I-80 (at Harrison Street). Essex Street is two-way, with two southbound travel lanes and one northbound travel lane.

#### **Intersection Operating Conditions**

Operating characteristics of intersections are described by the concept of Level of Service (LOS). LOS is a qualitative description of an intersection's performance based on the average delay per vehicle. Intersection levels of service range from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with extremely long delays. LOS A through D are considered excellent to satisfactory service levels. LOS E is undesirable, and LOS F conditions are unacceptable.

Existing intersection operating conditions were evaluated for the weekday p.m. peak hour (generally between 5:00 and 6:00 p.m.) of the p.m. peak period (4:00 to 6:00 p.m.) for 27 study intersections. Intersection turning movement volumes were counted in July and August 2000. Table 4, p. 121, presents the existing weekday p.m. peak hour intersection operating conditions. During the weekday p.m. peak hour, 21 of the 27 study intersections currently operate with acceptable conditions (LOS D or better), and six study intersections operate with unacceptable operating conditions (LOS E and F). The six intersections that currently operate at LOS E and F conditions are located on the main approaches to I-80 and the Bay Bridge.

## TRANSIT

The project site is well-served by public transit, with both local and regional service provided near the project site. The project site is located within walking distance of the Transbay Terminal and Ferry Building, both major transit connection locations, and three blocks from Market Street where the Market Street subway provides access to MUNI Metro light rail and BART lines. Local service is provided by the San Francisco Municipal Railway (MUNI) bus and light rail lines. MUNI operates eight bus lines and one light rail line in the vicinity of the project site, including several cross-town bus lines that serve the Transbay Terminal. Service to and from the East Bay is provided by BART, AC Transit, and ferries; service to and from the North Bay is provided by Golden Gate Transit buses and ferries; service to and from the Peninsula and South Bay is provided by Caltrain, SamTrans, and BART.

Five of the nine MUNI lines operating in the vicinity have stops within about two blocks of the development site. The MUNI Metro N-Judah light rail line runs north and south on The Embarcadero, with a stop between Folsom and Harrison Streets. The 12-Folsom bus line uses Folsom Street eastbound and Harrison Street westbound in the vicinity of the development project site and uses The Embarcadero north of Harrison Street; this line stops on The Embarcadero at Folsom Street, and on Folsom Street at Main Street. The 41-Union and 1-California trolley buses travel southbound on Beale Street and travel northbound on Main Street in the project vicinity. The 1-California stops on Howard Street at Main Street, and the 41-Union stops on Main Street north of Howard Street. The 41-Union line does not provide mid-day service. The 10-Townsend travels northbound on Fremont Street, stopping at Folsom, Howard and Mission Streets, and southbound on First Street to Howard Street, with a stop between Mission and Howard Streets serving the Transbay Transit Terminal. The 30X-Stockton Express travels northbound on Howard and Main Streets with a stop on Howard Street at Spear Street, and southbound on Beale and Howard Streets with a stop on Howard Street at Main Street; the terminal for this line is at The Embarcadero and Howard Streets. The 80X-Gateway Express and



82X-Presidio & Wharves Express provide peak hour, peak direction service to and from Caltrain only; there is a northbound stop on Main Street at Howard Street and a southbound stop on Beale Street at Howard Street. In September 2002 service on these express lines will be reduced, with the 80X line operating only in the morning. Further from the development project site, on Mission and Market Streets, there are additional MUNI bus and Metro lines as well as stops for all regional bus and rail service. Several Golden Gate Transit bus lines use First Street and Folsom Street, with stops along Folsom Street in front of the development site, during morning and afternoon commute periods.

The availability of MUNI and regional transit service capacity was analyzed in terms of a series of screenlines.<sup>2</sup> Four screenlines have been established in San Francisco to analyze potential impacts of projects on MUNI service: Northeast, Northwest, Southwest and Southeast, with sub-corridors within each screenline. (See Figure C-1: San Francisco MUNI Screenlines, in Appendix C showing the screenline locations.) Three regional screenlines have been established around San Francisco to analyze potential impacts of projects on the regional transit carriers: East Bay (AC Transit, BART, ferries), North Bay (Golden Gate Transit buses and ferries) and South Bay (BART, Caltrain, SamTrans). The screenline analysis focuses on transit trips in the outbound direction (i.e., trips from greater downtown San Francisco to other parts of the City and the region).

Capacity utilization is used to determine the amount of available space within each screenline; this relates the number of passengers per transit vehicle to the design capacity of the vehicle. MUNI has established a capacity utilization service standard of 100 percent which includes seated and standing capacity, with standees representing somewhere between 30 percent to 80 percent of seated passengers, depending upon the specific transit vehicle configuration. For all regional transit operators, the capacity is based on the number of seated passengers per vehicle. All of the regional transit operators except BART have a one-hour load factor standard of 100 percent, which would indicate that all seats are full. BART has a one-hour load factor standard of 135 percent, which indicates that all seats are full and an additional 35 percent of the seating capacity are standees (i.e., 1.35 passengers per seat).

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<sup>2</sup> Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and its vicinity and other parts of San Francisco and the region.

All MUNI screenlines and sub-corridors are currently operating below the capacity utilization standard and have available capacity to accommodate additional passengers. All regional transit providers operate at less than their load factor standards, which indicates that seats are generally available.

## **PARKING**

Parking conditions were determined for the weekday midday period (1:00 to 3:00 p.m.) and the weekday evening period (6:00 to 9:00 p.m.). There are 19 off-street public parking facilities in the study area, providing about 3,850 spaces. During the weekday midday period, the parking occupancy at these facilities ranges from 80 percent to 100 percent of capacity, with an overall occupancy of about 92 percent of capacity.

Most of the study parking facilities serve downtown employees and generally close sometime between 6:00 and 8:00 p.m.; however, ten facilities in the study area are open 24 hours a day. Combined, these facilities provide about 1,500 spaces and operate at about 20 percent of capacity during the weekday evening period.

On-street parking is generally provided along each street nearby to the project site. In general, on-street parking within the vicinity of the project site is comprised of metered and unmetered spaces, with 1-hour and 2-hour limits, and some yellow loading spaces. Peak period (generally 7:00 to 9:00 a.m. and 3:00 to 7:00 p.m.) tow-away regulations are in effect along many of the major arterials (such as Mission, Howard and Fremont Streets) in the study area. The on-street parking is well-utilized throughout the day. During the weekday midday period, the parking supply is generally completely occupied. However, during the evening, the occupancy is substantially lower due to the few night-time uses in the area.

## **PEDESTRIANS**

In the vicinity of the project site, pedestrian volumes are relatively light throughout the day-between 50 and 150 pedestrians were counted on each sidewalk during the weekday p.m. peak hour. During field observations, the sidewalks and crosswalks adjacent to the development project site were observed to be operating under satisfactory conditions, with pedestrians moving at normal walking speeds and with freedom to bypass other pedestrians. In the vicinity of the development site, the sidewalk on Folsom Street is 10 feet wide, the sidewalk on Main Street is 15 feet wide, and the sidewalk on Beale Street is 10 to 15 feet wide.

## **BICYCLES**

In the vicinity of the project site, Second Street, Folsom Street, Howard Street and The Embarcadero are designated Citywide Bicycle Routes. These routes are interconnected to the Citywide Bicycle Network and provide access to and from the study area from locations throughout the City. Route #11 runs along Second Street and is Class III (signed route only) between Market and King Streets. Route #30 runs eastbound along Folsom Street and westbound along Howard Street. The bicycle route on Howard Street is Class III, and the route on Folsom Street (between Third Street and The Embarcadero) is Class II (signed route with bicycle lane) with a 5-foot wide bicycle lane on the south side of the street. Route #5 runs in both directions along The Embarcadero and is a Class II facility.

During field observations, some bicyclists were observed to be riding in the vicinity of the project site, primarily along The Embarcadero and Folsom Street. During both the weekday midday and evening periods, bicycle conditions were observed to be operating acceptably, with only minor conflicts between bicyclists, pedestrians and vehicles.

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

The San Francisco Planning Department has established significance criteria to assess transportation impacts associated with a project.

#### **Intersections**

In San Francisco, the threshold for a significant adverse impact on traffic has been established as a deterioration in the level of service (LOS) at a signalized intersection from LOS D or better to LOS E or F, or from LOS E to LOS F. For an intersection that operates at LOS E or F in the existing conditions, there may be a significant adverse impact depending upon the magnitude of the project's contribution to the worsening of delay. In addition, a project would have a significant adverse effect if it would cause major traffic hazards, or would contribute considerably to the cumulative traffic increases that would cause the LOS to deteriorate to unacceptable levels (i.e., to LOS E or F).



## Transit

The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by the available transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in operating costs such that significant adverse impacts in transit service levels could result. With the MUNI and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the weekday p.m. peak hour.

## Parking

Parking supply is not considered to be a part of the permanent physical environment in San Francisco.<sup>3</sup> Parking conditions are not static conditions, as parking supply and demand varies from day to night, from day to day, month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Therefore, parking deficits are considered to be social effects, rather than impacts on the physical environment, as defined by CEQA.

Parking deficits may be associated with secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality or noise effects caused by congestion. However, in the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit, taxis, bicycles or walking) and the relatively dense patterns of urban development, may induce drivers to seek and find alternate parking facilities, shift to other modes of travel or change their overall travel habits. Resulting shifts to public transit, in particular, would be in keeping with the City's "transit first" policy.

Additionally, regarding potential secondary effects, autos circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in vehicle trips by others who are aware of constrained parking conditions in an area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the project would likely be minor and difficult to predict.

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<sup>3</sup> Under California Public Resources Code, Section 21060.5, "environment" can be defined as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise and objects of historic or aesthetic significance."

Thus, a parking shortage is not considered to be a permanent physical condition and is also not considered to be a physical environmental impact even though it is understood to be an inconvenience to drivers. Therefore, the creation of, or an increase in, parking demand that cannot be met by existing or proposed parking facilities would not itself be considered a significant environmental effect under CEQA. In the absence of such physical environmental impacts, CEQA does not require environmental documents to propose mitigation measures solely because a project is expected to generate parking shortfalls.

#### **Pedestrians**

The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.

#### **Bicycles**

The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.

#### **Construction**

Construction-related impacts generally would not be considered significant due to their temporary and limited duration.

### **ANALYSIS METHODOLOGY**

#### **Development Project Travel Demand**

Person-trip generation for the residential and retail land uses was based on rates compiled by the San Francisco Planning Department and published in the *Interim Transportation Impact Analysis Guidelines*, January 2000 (*SF Guidelines*). Since there are different trip generation and parking demand rates for different sizes of residential units, it was assumed that the development project would have 50 percent small units (studios and one-bedrooms) and 50 percent large units (two-bedrooms and larger). The trip distribution, mode split and average vehicle occupancy rates were obtained from the *SF Guidelines* (for Superdistrict 1) and the 1990 U.S. Census journey-to-work data. The number of vehicle trips generated by the proposed development project was determined

from the auto person trips and an average vehicle occupancy. Table 3 presents the new person trips and vehicle trips generated by the proposed development project.

**Table 3: P.M. Peak Hour Travel by Travel Mode**

Land Use	Person-Trips				Vehicle Trips
	<u>Auto</u>	<u>Transit</u>	<u>Walk/Other<sup>1</sup></u>	<u>Total</u>	
Residential	371	405	467	1,243	218
Retail	<u>106</u>	<u>58</u>	<u>241</u>	<u>405</u>	<u>46</u>
<i>Totals</i>	<i>477</i>	<i>463</i>	<i>708</i>	<i>1,648</i>	<i>264</i>

Notes:

<sup>1</sup> "Other" mode includes bicycles, motorcycles, and taxis.

Source: *San Francisco Guidelines*; 1990 U.S. Census; Wilbur Smith Associates, January 2002

The development project would generate approximately 11,690 person trips on a weekday daily basis and 1,650 person trips during the p.m. peak hour. Overall, approximately 55 percent of the person trips would travel within San Francisco, with 11 percent to and from the East Bay, 8 percent to and from the South Bay, 5 percent to and from the North Bay and 21 percent outside the region. During the p.m. peak hour, about 30 percent of the person trips would be via auto, 30 percent via transit and 40 percent via walk and other modes. About 265 vehicle trips would be generated by the development project during the weekday p.m. peak hour, of which about 65 percent would be inbound to the development site and 35 percent would be outbound from the development site.

Parking demand generated by the development project was separated into long-term (typically residential and employee parking) and short-term demand (typically visitor and patron parking). The development project would have a residential parking demand of about 1,070 parking spaces, a long-term retail parking demand of about 20 spaces and a short-term retail parking demand of about 40 spaces. In total, the development project would have a parking demand for about 1,130 spaces.

Delivery/service-vehicle trip generation and demand for loading spaces for the development project were estimated based on the methodology and assumptions provided in the *SF Guidelines*. In total, the development project would generate about 36 daily delivery/service-vehicle trips.



The development project would have a demand for about two loading docks during the peak hour of loading activities. It is anticipated that most of the delivery/service-vehicles that would be generated would consist of small trucks and vans, with most of the activity occurring between 10:00 a.m. and 1:00 p.m.

## **EXISTING-PLUS-PROJECT CONDITIONS**

### **Traffic Impacts**

The development project would generate about 175 inbound and 90 outbound vehicle trips during the weekday p.m. peak hour. These trips were distributed to the local and regional roadway network based on the origin/destination of each trip (from the trip distribution rates), the street directions and the driveways. Under Existing-plus-Project conditions, as shown in Table 4, 20 of the 27 study intersection would operate at LOS D or better. Six intersections that operate at LOS E or F under existing conditions would continue to operate at these unacceptable levels. The development project would cause one intersection (Fremont and Harrison Streets) to worsen from LOS D to E, which would result in significant impacts.

### **Transit Impacts**

The development project would generate about 320 inbound and 145 outbound transit trips during the weekday p.m. peak hour. The outbound transit trips were assigned to the MUNI and regional transit screenlines, based on the destination of each trip and the existing distribution of trips within the screenlines. Under Existing-plus-Project conditions, the four MUNI screenlines and the three regional transit screenlines would continue to operate below their respective capacity utilization and load factor standards. In addition, it was estimated that the new inbound transit trips generated to the development site would not substantially affect transit service in the inbound direction, and the development project would not substantially affect nearby transit service.

### **Parking**

The San Francisco Planning Code, in conjunction with the requested rezoning for the project site, would require the development project to provide 874 parking spaces, including 820 spaces for the residential units and 54 spaces for the retail uses. The development project would meet the parking requirements in the requested rezoning. Existing parking provisions in the Residential subdistrict would require 820 parking spaces for the residential units and 18 spaces for the retail

**Table 4: Intersection Levels of Service (P.M. Peak Hour)**

<u>Intersection</u>	<u>Existing</u>			<u>Existing-Plus-Project</u>		
	<u>Delay<sup>1</sup></u>	<u>LOS</u>	<u>v/c<sup>1</sup></u>	<u>Delay<sup>1</sup></u>	<u>LOS</u>	<u>v/c<sup>1</sup></u>
First/Market	25.9	D	--	27.3	D	--
Fremont/Market	15.2	C	--	15.4	C	--
First/Mission	27.1	D	--	28.6	D	--
Fremont/Mission	21.8	C	--	22.0	C	--
Beale/Mission	14.9	B	--	15.2	C	--
First/Howard	31.9	D	--	33.2	D	--
Fremont/Howard	20.1	C	--	21.1	C	--
Beale/Howard	16.2	C	--	18.3	C	--
Second/Folsom	32.5	D	--	33.9	D	--
First/Folsom	>60	F	1.17	>60	F	1.18
Fremont/Folsom	7.7	B	--	7.9	B	--
Beale/Folsom	14.5	B	--	14.1	B	--
Main/Folsom	12.1	B	--	12.4	B	--
Spear/Folsom	11.1	B	--	11.1	B	--
The Embarcadero/Folsom	18.2	C	--	19.4	C	--
Second/Harrison	44.9	E	1.11	49.1	E	1.13
Essex/Harrison	>60	F	1.15	>60	F	1.15
First/Harrison	>60	F	1.26	>60	F	1.28
Fremont/Harrison	36.2	D	--	43.1	E	0.89
Main/Harrison	32.0	D	--	36.5	D	--
Spear/Harrison	15.4	C	--	15.3	C	--
The Embarcadero/Harrison	15.1	B	--	15.6	C	--
Second/Bryant	>60	F	1.18	>60	F	1.20
Beale/Bryant <sup>2</sup>	11.2	C	--	11.7	C	--
Main/Bryant <sup>2</sup>	8.8	B	--	8.9	B	--
The Embarcadero/Bryant	29.8	D	--	30.7	D	--
Second/Bryant	50.0	E	1.21	53.3	E	1.23

*Notes:*

<sup>1</sup> Delay is presented in seconds per vehicle; v/c is volume to capacity ratio (presented for intersections at LOS E or F).

<sup>2</sup> Unsignalized intersections: LOS and delay presented for worst approach.

Source: Wilbur Smith Associates, January 2002

uses, 36 fewer than proposed. Parking would be provided in a multi-level above-ground parking garage. In addition, the project would provide 271 replacement parking spaces for the U.S. Government that would be located in a multi-level, subsurface parking garage. Access to both parking facilities would be provided via an internal roadway that would connect Main and Beale Streets.

During the midday, the short-term and long-term demand generated by the retail uses (61 spaces) could not be accommodated within the retail parking supply (54 spaces), which would result in a shortfall of about 7 spaces. In addition, the residential units would have a midday parking demand of about 854 spaces (based on 80 percent of the overnight demand of 1,070 spaces). As a result, there would be a residential parking shortfall of between 34 spaces (assuming that the midday reduction in demand is attributed to vehicles parked off-site) and 248 spaces (assuming that the midday reduction in demand is attributed to vehicles parked in the residential parking supply). Overall, the development project would have a midday parking shortfall of between 41 and 255 parking spaces. As a result, the off-street parking occupancy in the study area would increase from 92 percent to between 93 percent and 98 percent. With parking facilities operating near 100 percent of capacity, it would be difficult for drivers to find parking within the study area, which may result in drivers parking further away from the project or switching to other modes of travel (such as carpool, transit or bicycle).

During the evening, the development project would have a parking shortfall of 248 spaces for the residential units (the retail use would have a minimal parking demand in the evening and overnight). Since both the existing on-street and off-street parking facilities in the study area currently have availability during the evening hours, the parking shortfall could be accommodated on-street, or through individual arrangements at nearby off-street facilities, and would therefore not affect area-wide parking conditions.

### **Pedestrian Impacts**

Adjacent to the development project site, the sidewalk on Main Street would be 15 feet wide, the sidewalk on Folsom Street would be 10 feet wide and the sidewalk on Beale Street would be 15 feet wide. In addition, the development project would include a mid-block pedestrian walkway through the southern portion of the development site between Main and Beale Streets.

Pedestrian trips generated by the development project would include walk trips to and from the project land uses, plus walk trips to and from the local and regional transit operators and walk trips to and from nearby parking facilities. The development project would add about 1,150



pedestrian trips to the surrounding streets during the weekday p.m. peak hour. These trips would be dispersed throughout the study area, depending upon the origin/destination of each trip. However, it is anticipated that a majority of the pedestrian trips would be to and from Market Street, the Transbay Terminal area and The Embarcadero.

An assessment was performed to estimate the potential effects of pedestrian trips generated by the development project on the operations of the adjacent sidewalks. The approximately 1,150 weekday p.m. peak hour pedestrian trips would be dispersed to the Main Street sidewalk (about 650 pedestrian trips), the Folsom Street sidewalk (about 610 trips), and the Beale Street sidewalk (about 280 trips). Using information on proposed sidewalk widths and assumptions about street trees, street lights and other street furniture, these sidewalks could accommodate over 3,000 pedestrians per hour. Based on this information, it was determined that the new pedestrian volumes could be accommodated on the sidewalks of Main, Folsom and Beale Streets and would not substantially affect pedestrian conditions.

### **Bicycle Impacts**

The San Francisco Planning Code would require the development project to provide 34 bicycle parking spaces (since the uses would be primarily residential, the development would not be required to provide shower and locker facilities). The development project would supply about 40 bicycle parking spaces in the parking garage, about 5 dedicated to retail uses and 35 reserved for residents. In addition, the development project would provide about 13 bicycle spaces for the U.S. Government replacement parking. Overall, the project would meet Planning Code requirements for bicycle parking.

The development site is within convenient bicycling distance of downtown San Francisco and the Financial District, plus major transit centers; therefore, a portion of the “other” trips generated by the development project would be bicycle trips. In addition, there are several bicycle routes in the vicinity of the development site. With the current bicycle and vehicular volumes on the adjacent streets, bicycle travel generally occurs without major impedances or safety problems. Although the development project would result in an increase in the number of vehicles in the vicinity of the site, the increase would not be substantial enough to affect bicycle circulation. The development project would not create any new curb cuts or driveways on Folsom Street that could affect operations of the bicycle lane.

### **Loading**

The San Francisco Planning Code would require the development project to provide five off-street loading spaces; four of the spaces would be for the residential units and one for the retail uses. Since the development project would provide a loading bay with five loading spaces, it would meet the loading requirements. One space would be 25 feet long and 10 feet wide, and four spaces would be 35 feet long by 12 feet wide, all with a vertical clearance of 14 feet, which would meet Planning Code requirements. Since the development project would have a peak demand for about two loading docks, the proposed supply would be sufficient to accommodate the demand.

Access to the loading bay would be from Beale Street, north of the entrance to the parking garage. The driveway would be U-shaped, and would provide circulation in a clockwise direction. The loading bay would provide two separated loading docks: the north dock would have three loading spaces and provide access to the retail uses and the Beale Street residential tower; the south dock would provide access to the Main Street tower. The freight elevators located within each tower would provide access to all residential floors. In addition, interior corridors would be provided between the loading bay and each retail space. A loading dock manager would direct trucks and schedule deliveries and garbage pick-ups.

For passenger loading/unloading, 80-foot-long white zones (passenger loading zones) are proposed to be established along both Main and Beale Streets. These zones would each provide space for four vehicles to actively load/unload passengers at one time.

### **Construction Impacts**

Due to the need to provide continual parking for the United States Postal Service Annex, construction of the development project would be divided into two phases: Phase I would consist of the Beale Street tower and associated building base and garage; Phase II would consist of the Main Street tower and associated building base and garage. Construction of each phase would take approximately 24 months, with Phase I expected to begin in spring 2003 and Phase II expected to begin in spring 2004. With the overlap in the two phases, overall construction would take about 36 to 40 months. Construction-related activities would typically occur Monday through Friday, between 6:00 a.m. and 6:00 p.m. Construction activities on weekends would occur on an as-needed basis.

Construction staging would occur primarily within the development site and from the adjacent sidewalks on Main, Folsom, and Beale Streets. The Folsom Street sidewalk would be closed throughout the construction duration, the Beale Street sidewalk would be closed during Phase I, and the Main Street sidewalk would be closed during Phase II. At all three locations, temporary pedestrian walkways would be constructed in the adjacent parking lanes.

No regular traffic lanes would need to be closed and no MUNI bus stops would need to be relocated during construction. However, the Golden Gate Transit bus stops on Folsom Street would need to be relocated. The project sponsor and construction contractors would need to coordinate with the San Francisco Department of Parking and Traffic (DPT) and Golden Gate Transit to determine acceptable replacement stop locations.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the construction site. It is anticipated that a majority of construction-related truck traffic would use I-80/U.S. 101 and I-280 to access the development site from the East Bay and South Bay. There would be an average of 20 construction trucks per day, with a maximum of 50 trucks per day during the excavation phase. The highest amount of truck activity would occur when the Phase II excavation/foundation phase and the Phase I interior/exterior finishing stage would overlap. During that time, there would be between 45 and 80 trucks per day. The impact of construction truck traffic would be a temporary lessening of the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and transit operations.

There would be an average of 25 and a maximum of 40 construction workers per day at the development site during the excavation/foundation stage, an average of 70 and a maximum of 115 workers per day during the structural stage, and an average of 195 and a maximum of 330 workers per day during the interior/exterior finishing stage. The trip distribution and mode split of construction workers are not known. However, the addition of the worker-related vehicle or transit trips would not substantially affect transportation conditions, as any impacts on local intersections or the transit network would be similar to, or less than, those described above with the development project once it is built and occupied. Construction worker vehicles could be accommodated in the nearby parking facilities without substantially affecting area-wide parking conditions. Parking would be available at the development site after the completion of the parking garage (approximately 12 months into the construction schedule) for both Phase I and Phase II.

Construction schedules of both the 201 Folsom Street development project and the proposed 300 Spear Street would be occurring in approximately the same time frame. Therefore, construction



truck traffic and construction worker vehicles could double with both development projects during some phases. As with the 201 Folsom Street development project alone, these construction transportation effects would be temporary and would not cause significant long-term environmental effects.

Construction of the 201 Folsom Street development project and the proposed 300 Spear Street would overlap with the seismic retrofit of the Bay Bridge and its approaches. The retrofit work will be performed in five phases, two of which would be relevant to construction of the proposed project:

- Western Span of Bay Bridge - 1998 to about 2002 for pier and anchorage, 2001 to 2003 for towers and superstructure
- West Approach to Bay Bridge - 2000 to 2008

Work on the Western Span of the Bay Bridge is currently underway. The portion of the work on the anchorage and pier will be completed by 2002, and would therefore not affect construction of the proposed 201 Folsom Street development project and the proposed 300 Spear Street. Work on the West Approach phase of the Bay Bridge seismic retrofit project would affect access and parking for 201 Folsom Street development during both construction and operation. Demolition will require closure of the First Street and Essex Street on-ramps for 8 to 10 consecutive weekends in 2002 (Friday night to Monday morning), and closure of the First Street, Essex Street and Sterling Street on-ramps for 8 to 10 consecutive weekends in 2004. These ramp closures will be scheduled to minimize the impact on morning and evening peak commute traffic.

For staging and construction of temporary roadway structures, approximately 4,000 parking spaces will be closed throughout the entire Bay Bridge West Approach project construction duration. These spaces will be located between Harrison and Bryant Streets from Fifth Street to Beale Street, and surrounding the Transbay Terminal. Within the parking study area, it is anticipated that about 435 off-street parking spaces would be temporarily closed. With the loss in parking at these lots, the existing off-street parking supply would operate at over 100 percent of capacity during this temporary construction period.

#### **FULL DEVELOPMENT POTENTIAL WITH REQUESTED REZONING**

The project includes a request to rezone most of the P (Public) District to RC-4 (Residential-Commercial Combined: High Density) with a new Residential/Commercial subdistrict in the Rincon Hill Special Use District. The proposal for 201 Folsom Street does not include the

maximum amount of commercial space that would be allowed under the requested rezoning. Under full buildout, 130,000 gsf of commercial space could be constructed on the 201 Folsom Street development site in addition to the residential and retail uses proposed by the project sponsor. Therefore, an additional analysis was conducted to determine the effects of the full development potential under the requested rezoning.<sup>4</sup> The maximum amount of development that would be reasonably feasible under the requested rezoning is proposed at 300 Spear Street; thus, person-trip and vehicle-trip generation for development on that site within the area requested to be rezoned would be the same as that for the proposed project: about 2,190 p.m. peak hour person trips would be generated, resulting in about 340 p.m. peak hour vehicle trips, and about 535 p.m. peak hour transit trips. The additional commercial space in the full development scenario on the 201 Folsom Street site was assumed to be office space, located in the base building, in order to provide a conservative p.m. peak hour travel demand. There would be about 85 additional parking spaces to serve the office space.<sup>5</sup>

Full buildout on the two development sites under the requested rezoning would generate about 45 more outbound vehicle trips from the additional commercial development at 201 Folsom Street than the total trips from the 300 Spear Street development project and the proposed 201 Folsom Street. The full buildout scenario would result in significant impacts at three intersections: the intersection of Second and Brannan Streets would worsen from LOS E to LOS F; and Fremont and Harrison Streets, and Main and Harrison Streets would worsen from LOS D to LOS F. The full buildout scenario would contribute to existing delays at six intersections that already operate at LOS E or F during the weekday p.m. peak hour. This contribution was determined not to be significant because the numbers of additional vehicles in these intersections from development on the rezoned sites would be small and/or would contribute to non-critical movements within an intersection (such as less-constrained right turns). The remaining 18 study intersections would continue to operate at acceptable LOS D or better.

About 95 additional transit riders would be generated from the additional office space in the 201 Folsom Street development project under the full buildout scenario with the requested rezoning. These additional transit riders, added to those generated by the proposed development projects in

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<sup>4</sup> The results of this analysis are presented in detail in the *300 Spear Street/201 Folsom Street Transportation Study*, prepared by Wilbur Smith Associates (January 2002), in "P-Sites Rezoning" subsections.

<sup>5</sup> The parcel occupied by the telecommunications/utility building at 345 Main Street is also included in the area requested for rezoning. No additional development is analyzed for this site under the Full Development Potential scenario because the site was substantially remodeled to accommodate private telecommunications/utility use in the recent past, and is not expected to be redeveloped for at least the 2020 analysis horizon of the transportation analysis.

the rezoning area, would not substantially increase the weekday p.m. peak hour capacity utilization at the four MUNI screenlines analyzed or on regional transit carriers. Thus, full buildout in the rezoning area would not cause transit services to exceed service standards.

The increase in commercial space under the full buildout scenario would increase the parking deficit by about 60 spaces during the midday peak parking period. Full buildout would result in a parking deficit of about 460 to 890 parking spaces during the midday period, depending on the numbers of residents in both buildings who found parking in nearby off-site parking facilities; this deficit would increase parking occupancy in the study area to over 100 percent of capacity, as described for the proposed 300 Spear Street development project, and greater than the occupancy with the proposed development at 201 Folsom Street. With parking facilities operating at 100 percent of capacity, it would be difficult for drivers to find parking in the study area. As a result, drivers may park further away or may switch to transit, carpool, bicycle or other forms of travel. Parking deficits are not considered to be significant environmental effects (see pp. 117-118).

Under the full buildout scenario, about 320 to 1,130 pedestrians would be added to sidewalks adjacent to the two development sites during the p.m. peak hour. As the surrounding sidewalks would have capacities of about 3,000 to 6,000 pedestrians per hour, development under the full buildout scenario would not exceed sidewalk capacities. Bicycle trips generated with full buildout under the requested rezoning would not be substantial enough to affect bicycle travel in the area and would not cause major safety problems.

Assuming development projects at 300 Spear Street and 201 Folsom Street provided loading facilities in conformity with the Planning Code, loading demand would be met on both development sites, with no loading shortfall. Construction on both development sites occurring simultaneously is discussed above on pp. 125-126. The additional commercial space on the 201 Folsom Street site would not substantially change construction durations and would not create significant construction impacts.

## **2020 CUMULATIVE CONDITIONS**

### **Methodology/Approach**

The San Francisco County Transportation Authority (SFCTA) countywide travel demand forecasting model (SFCTA Model) was used to develop the travel forecasts for cumulative development and growth through the years 2020 in the region, as well as to determine travel demand to and from the South of Market area (area roughly bounded by The Embarcadero,



Market Street, South Van Ness Avenue and King Street). This approach results in a cumulative impacts assessment for year 2020 conditions that takes into account both the future development expected in the South of Market area, as well as the expected growth in housing and employment for the remainder of San Francisco and the nine-county Bay Area.

The most up-to-date version of the SFCTA countywide model estimates future traffic and transit travel demand for the entire nine-county Bay Area region based on land use and employment forecasts prepared by the San Francisco Planning Department for the county, plus regional growth estimates developed and adopted by the Association of Bay Area Governments (ABAG) in 2000<sup>6</sup> for the remainder of the Bay Area region. However, since these land use and employment forecasts did not include some of the projects recently proposed in the South of Market area, they were modified by the San Francisco Planning Department to incorporate projects such as the Rincon Hill Rezoning, the South of Market Redevelopment Area Plan, the Mid-Market Redevelopment Area Plan, and the Transbay Terminal projects, as well as projects that have recently been approved or entitled. As a result, the year 2020 cumulative conditions forecasts used in the analysis exceed the ABAG forecasts for San Francisco for employment by about 2.8 percent, and household population by about 1.4 percent.

The SFCTA Model divides the entire Bay Area region into approximately 1,750 geographic areas, known as Transportation Analysis Zones (TAZs); about 800 are within San Francisco. It estimates the future travel demand for each TAZ, determines the origin and destination and mode of travel (auto, transit, walk and bike) for each trip, and assigns those trips to the transportation system (roadway network and transit lines). The SFCTA Model output was used to determine traffic volumes at the study intersections and transit ridership at the MUNI screenlines using an approach and methodology developed with and approved by the San Francisco Planning Department.

To develop 2020 cumulative turning movement volumes at the study intersections, two steps were undertaken using SFCTA Model output: determine the increase in vehicles due to development outside of the study area; and determine the vehicle trips on a block-by-block basis associated with development within the study area. Between 2000 and 2020 Cumulative conditions, weekday p.m. peak hour traffic volumes at the study intersections are anticipated to increase between 15 percent and 70 percent.

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<sup>6</sup> Association of Bay Area Governments, *Projections 2000*, December 1999.

Two changes have been identified to the roadways within the study area that would affect local circulation and intersection operating conditions.

- As planned in the *Alternatives to the Replacement of the Embarcadero Freeway and Terminal Separator Structure FEIS/FEIR*,<sup>7</sup> the Fremont Street off-ramp from westbound I-80 will be modified. The current off-ramp, which touches down on Fremont Street mid-block between Howard and Folsom Streets, will be reconfigured to establish a second leg of the off-ramp that will provide access to eastbound Folsom Street and the Waterfront. The other leg of the off-ramp would continue to provide access to northbound Fremont Street. With the new configuration drivers could divert to Folsom Street or continue under the existing pattern of circulation.
- The intersections of Bryant/Main and Bryant/Beale, which were STOP-controlled when the intersection turning movement counts and analysis were performed, have now been signalized.

Future 2020 MUNI ridership forecasts were developed for weekday p.m. peak hour conditions from SFCTA Model output. The increase in weekday p.m. peak hour transit ridership between 2000 and 2020 cumulative conditions was used to develop a growth rate for each screenline, which was then applied to the existing ridership for each subcorridor within the screenline. Ridership at the Northeast Screenline is projected to grow by 21 percent, at the Northwest Screenline by 17 percent, at the Southeast Screenline by 28 percent and at the Southwest Screenline by 13 percent.

Future regional transit forecasts were based on information received from the individual service providers. Between 2000 and 2020, transit ridership at the regional screenlines is projected to grow at the North Bay Screenline by 42 percent, the East Bay Screenline by 72 percent, and the South Bay Screenline by 233 percent (due primarily to extension of BART to the San Francisco Airport and Millbrae).

The major transit improvements identified to occur by 2020 that would affect transit service in San Francisco are the Third Street Light Rail Project and the BART extension to the San Francisco Airport and Millbrae.

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<sup>7</sup> San Francisco Planning Department, *Alternatives to Replacement of the Embarcadero Freeway and Terminal Separator Structure Final EIS/EIR*, File Nos. 92.202E & 94.060E, State Clearinghouse No. 92083065, certified September 1996.

### **Cumulative Traffic Impacts**

Table 5 presents the 2020 cumulative weekday p.m. peak hour intersection operating conditions. Overall, 16 of the 27 study intersections would operate at LOS E or F under 2020 cumulative conditions (compared to six intersections under Existing conditions and seven intersections under Existing-plus-Project conditions). In general, the poor operating conditions would occur along the primary access routes to the Bay Bridge, including Second, First and Harrison Streets. In addition, there would be poor operating conditions along Howard Street due to the high volume of traffic leaving the Rincon Hill area traveling west.

To determine the effect of vehicle trips generated by the development project on cumulative impacts, the project's contribution to cumulative traffic conditions was assessed. Traffic generated by the development project was computed as a percent of total cumulative traffic volumes at intersections that would operate at LOS E or F in 2020, and as a percent of the increase in traffic volumes between existing and 2020 cumulative conditions (see Table 6).

The development project's contribution to 2 of the 16 study intersections that would operate at LOS E or F during the weekday p.m. peak hour would be considered significant under the 2020 cumulative conditions: Fremont/Harrison and Main/Harrison. The development project would add a substantial number of vehicles to some movements which determine the overall level of service conditions, and would contribute about 3.1 percent to 4.1 percent to the total traffic volumes and about 15.3 percent to 16.1 percent to traffic growth at these intersections. Therefore, vehicles added to the important movements at these intersections by the development project would represent a considerable contribution to the 2020 cumulative conditions and the development project would have a significant traffic impact at these intersections. At the other 14 study intersections that would operate at LOS E or F during the weekday p.m. peak hour, the project's contribution would either be to movements that would continue to operate satisfactorily or would be small contributions to movements that would not perform satisfactorily. Therefore, the project contribution would not represent a considerable contribution to the 2020 cumulative conditions, and the development project would not have a significant traffic impact at these intersections.

Full development under the requested rezoning would contribute a greater proportion to 2020 cumulative traffic growth than would the 201 Folsom Street development project alone. At three intersections that would operate at LOS E or LOS F in the future the contribution by traffic from buildout under the requested rezoning would be considered considerable: at Second and Folsom Streets, Fremont and Harrison Streets, and Main and Harrison Streets. At these locations a



**Table 5: 2020 Cumulative Intersection Levels of Service (P.M. Peak Hour)**

<u>Intersection</u>	<u>Existing</u>			<u>2020 Cumulative</u>		
	<u>Delay<sup>1</sup></u>	<u>LOS</u>	<u>v/c<sup>1</sup></u>	<u>Delay<sup>1</sup></u>	<u>LOS</u>	<u>v/c<sup>1</sup></u>
First/Market	25.9	D	--	>60	F	1.17
Fremont/Market	15.2	C	--	34.4	D	--
First/Mission	27.1	D	--	>60	F	1.22
Fremont/Mission	21.8	C	--	30.5	D	--
Beale/Mission	14.9	B	--	33.0	D	--
First/Howard	31.9	D	--	>60	F	1.24
Fremont/Howard	20.1	C	--	42.4	E	1.03
Beale/Howard	16.2	C	--	>60	F	1.21
Second/Folsom	32.5	D	--	>60	F	1.24
First/Folsom	>60	F	1.17	>60	F	1.24
Fremont/Folsom	7.7	B	--	26.8	D	--
Beale/Folsom	14.5	B	--	15.8	C	--
Main/Folsom	12.1	B	--	34.1	D	--
Spear/Folsom	11.1	B	--	16.5	C	--
The Embarcadero/Folsom	18.2	C	--	47.5	E	0.95
Second/Harrison	44.9	E	1.11	>60	F	1.32
Essex/Harrison	>60	F	1.15	>60	F	1.19
First/Harrison	>60	F	1.26	>60	F	1.33
Fremont/Harrison	36.2	D	--	>60	F	0.98
Main/Harrison	32.0	D	--	>60	F	0.95
Spear/Harrison	15.4	C	--	37.0	D	--
The Embarcadero/Harrison	15.1	B	--	28.0	D	--
Second/Bryant	>60	F	1.18	>60	F	1.31
Beale/Bryant <sup>2</sup>	11.2	C	--	13.1	B	--
Main/Bryant <sup>2</sup>	8.8	B	--	6.8	B	--
The Embarcadero/Bryant	29.8	D	--	>60	F	0.81
Second/Bryant	50.0	E	1.21	>60	F	1.51

Notes:<sup>1</sup> Delay is presented in seconds per vehicle; v/c is volume to capacity ratio (presented for intersections at LOS E or F).

<sup>2</sup> Unsignalized intersections: LOS and delay presented for worst approach. These intersections will be signalized before 2020, and are assumed to be signalized for the cumulative analysis.

Source: Wilbur Smith Associates, January 2002

**Table 6: Contribution to 2020 Cumulative Traffic Volumes (Intersections at LOS E or F)**

<b><u>Intersection</u></b>	<b><u>Development Project</u></b>		<b><u>Requested Rezoning</u></b>	
	<b><u>Cont. to Total<sup>1</sup></u></b>	<b><u>Cont. to Growth<sup>2</sup></u></b>	<b><u>Cont. to Total<sup>1</sup></u></b>	<b><u>Cont. to Growth<sup>2</sup></u></b>
First/Market	0.7%	3.3%	1.6%	7.7%
First/Mission	0.7%	3.5%	1.7%	8.7%
First/Howard	0.7%	2.7%	1.9%	7.3%
Fremont/Howard	0.5%	2.4%	1.6%	7.3%
Beale/Howard	1.4%	5.8%	2.7%	11.2%
Second/Folsom	1.5%	5.5%	3.3%	12.3%
First/Folsom	2.2%	7.8%	4.8%	17.5%
The Embarcadero /Folsom	1.1%	4.1%	2.9%	10.8%
Second/Harrison	1.1%	5.3%	3.0%	14.0%
Essex/Harrison	0.9%	6.0%	2.4%	16.1%
First/Harrison	1.2%	7.1%	3.1%	18.7%
Fremont/Harrison	3.1%	15.3%	7.7%	37.8%
Main/Harrison	4.1%	16.1%	10.7%	41.8%
Second/Bryant	0.8%	4.3%	2.1%	11.4%
The Embarcadero /Bryant	0.7%	3.7%	1.9%	9.3%
Second/Brannan	0.6%	3.6%	1.8%	10.1%

*Notes:*

1. Contribution of development project traffic to total cumulative traffic volumes.

2. Contribution of development project traffic to growth in cumulative traffic.

*Source:* Wilbur Smith Associates – November 2001

substantial number of vehicles would be added to movements that determine the overall level of service, resulting in a significant environmental impact at those locations.

### **Cumulative Transit Impacts**

Under 2020 cumulative conditions, three of the four MUNI screenlines would operate at less than capacity (only the Southeast screenline would operate at capacity). The development project would contribute about 1.5 percent to ridership growth at MUNI's Southeast screenline, and would not have a significant environmental impact on MUNI service. Each regional transit operator would continue to operate at less than their load factor standards, except BART to the South Bay;<sup>8</sup> the development project would contribute less than 1.0 percent to cumulative regional transit ridership, and alone would not substantially affect the peak hour capacity utilization at any regional screenline.

Contribution to transit ridership from full buildout under the requested rezoning in 2020 would contribute up to about 5.5 percent of the expected ridership growth at the Southeast MUNI screenline. This contribution would not be considered to be considerable and would not cause the Southeast screenline to exceed capacity. Full buildout would contribute less than 1.0 percent to ridership on regional carriers and thus would not have a significant environmental impact on regional transit.

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<sup>8</sup> BART staff has indicated that they would be able to lengthen the South Bay trains, if necessary, to accommodate future demand. Currently, two of the four lines have 10-car trains, one line has 9-car trains and one line has 8-car trains. With this change, the load factor would be less than the BART standards.



## **D. AIR QUALITY**

### **SETTING**

#### **APPLICABLE REGULATIONS**

##### **Ambient Air Quality Standards**

The federal Clean Air Act Amendments of 1970 established national ambient air quality standards, and individual states retained the option to adopt more stringent standards and to include other pollution species. California had already established its own air quality standards when federal standards were established, and because of the unique meteorological problems in the state, there is considerable diversity between state and federal standards currently in effect in California, as shown in Table 7.

The ambient air quality standards are intended to protect public health and welfare, and they incorporate an adequate margin of safety. They are designed to protect those segments of the public most susceptible to respiratory distress, known as sensitive receptors, such as asthmatics, the very young, the elderly, people weak from other illness or disease, or persons engaged in strenuous work or exercise. Healthy adults can tolerate occasional exposure to air pollution levels somewhat above ambient air quality standards before adverse health effects are observed.

#### **AIR QUALITY CONDITIONS**

##### **Ambient Air Quality**

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network which measures the ambient concentrations of six criteria air pollutants: ozone, carbon monoxide (CO), inhalable particulate matter (PM<sub>10</sub>), lead, nitrogen dioxide, and sulfur dioxide.

Existing and probable future levels of air quality in the City can be generally inferred from ambient air quality measurements conducted by the BAAQMD at its two San Francisco monitoring stations. The Potrero Hill station at 10 Arkansas Street measures all criteria pollutants, including regional pollution levels (ozone), as well as primary vehicular emission levels near busy roadways (CO). The station at 939 Ellis Street at BAAQMD Headquarters measures only carbon monoxide. Table 8 summarizes six years of published data (1995 to 2000) from these monitoring stations. During this six-year period, there were no violations of the one-hour or eight-hour CO standards at the Arkansas Street and Ellis Street monitoring stations. The

**Table 7: State and Federal Ambient Air Quality Standards**

POLLUTANT	AVERAGING TIME	SAAQS <sup>1,3</sup>	NAAQS <sup>2,3</sup>
Ozone	1 hour	0.09 ppm	0.12 ppm
Carbon Monoxide (CO)	1 hour	20 ppm	35 ppm
	8 hour	9.0 ppm	9 ppm
Nitrogen Dioxide (NO <sub>x</sub> )	1 hour	0.25 ppm	NA
	Annual	NA	0.053 ppm
Sulfur Dioxide (SO <sub>x</sub> )	1 hour	0.25 ppm	NA
	24 hour	0.04 ppm	0.14 ppm
	Annual	NA	0.03 ppm
Inhalable Particulate Matter (PM <sub>10</sub> )	24 hour	50 µg/m <sup>3</sup>	150 µg/m <sup>3</sup>
	Annual	30 µg/m <sup>3</sup>	50 µg/m <sup>3</sup>
Sulfates	24 hour	25 µg/m <sup>3</sup>	NA
Lead	30 day	1.5 µg/m <sup>3</sup>	NA
	Calendar Quarter	NA	1.5 µg/m <sup>3</sup>
Hydrogen Sulfide	1 hour	0.03 ppm	NA
Vinyl Chloride	24 hour	0.010 ppm	NA

*Note:* Additional NAAQS for ozone (8 hours > 0.08 ppm) and for small diameter particulate matter (24 hours > 65 µg/m<sup>3</sup>, annual avg. >15 µg/m<sup>3</sup>) were adopted in 1997 but have not yet been implemented.

<sup>1</sup> SAAQS stands for State Ambient Air Quality Standards (California). SAAQS for ozone, carbon monoxide, sulfur dioxide (1-hour and 24-hour), nitrogen dioxide, and inhalable particulate matter are values that are not to be exceeded. All other state standards shown are values not to be equaled or exceeded.

<sup>2</sup> NAAQS stands for National Ambient Air Quality Standards. NAAQS, other than ozone and those based on annual averages, are not to be exceeded more than once a year. The ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one.

<sup>3</sup> ppm = parts per million by volume; µg/m<sup>3</sup> = micrograms per cubic meter; NA = Not Applicable

*Source:* BAAQMD Website, <http://www.baaqmd.gov/tech/am/aqstand.htm> (last updated 12/30/96)

**Table 8: San Francisco Ambient Air Quality Monitoring Summary, 1995-2000**

POLLUTANT	STANDARD	NUMBER OF DAYS STANDARDS WERE EXCEEDED AND MAXIMUM CONCENTRATION MEASURED					
		1995	1996	1997	1998	1999	2000
Ozone							
1-Hour	> 0.09 ppm	0	0	0	0	0	0
1-Hour	> 0.12 ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		0.09	0.07	0.07	0.05	0.08	0.06
Carbon Monoxide (Arkansas station)							
1-Hour	> 20. ppm	0	0	0	0	0	0
8-Hour	> 9. ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		5	5	5	7	5	6
Max. 8-Hour Conc. (ppm)		4.4	3.9	3.5	4.0	3.7	3.2
Carbon Monoxide (Ellis station)							
1-Hour	> 20. ppm	0	0	0	0	0	-
8-Hour	> 9. ppm	0	0	0	0	0	-
Max. 1-Hour Conc. (ppm)		9	9	8	6	9	-
Max. 8-Hour Conc. (ppm)		5.5	5.6	5.8	3.7	4.6	-
Nitrogen Dioxide							
1-Hour	> 0.25 ppm	0	0	0	0	0	0
Max. 1-Hour Conc.(ppm)		0.09	0.08	0.07	0.08	0.10	0.07
Inhalable Particulates (PM <sub>10</sub> )							
24-Hour	> 50 µg/m <sup>3</sup>	0/61	2/61	3/61	1/61	6/60	2/60
24-Hour	> 150 µg/m <sup>3</sup>	0/61	0/61	0/61	0/61	0/61	0/60
Max. Daily Conc. (µg/m <sup>3</sup> )	50	71	81	52	78	63	
Particulate Sulfate							
24-Hour	> 25 µg/m <sup>3</sup>	0/61	0/61	0/61	-	-	-
Max. 24-Hr. Conc. (µg/m <sup>3</sup> )		10.5	8.3	9.8	-	-	-
Fine Particulates (PM <sub>2.5</sub> )							
24-Hour	> 65 µg/m <sup>3</sup>	-	-	-	-	1/11	-
Max. 24-Hr. Conc. (µg/m <sup>3</sup> )		-	-	-	-	71	-

Notes: "conc." = concentration;" ppm" = parts per million; "µg/m<sup>3</sup>" = micrograms per cubic meter; "-" = data not reported.

"X/Y" indicates that standards were exceeded on "X" days out of a total of "Y" days on which measurements were taken that year.

Source: California Air Resources Board, *California Air Quality Data*, 1995-2000. BAAQMD Monitoring Stations, 10 Arkansas Street and 939 Ellis Street.



state PM<sub>10</sub> standard was violated on 14 days out of 364 measurement days between 1995 and 2000. PM<sub>10</sub> levels have varied slightly from year to year, ranging from zero to six violations per year of the state PM<sub>10</sub> standard within the last six years of reported data. There is no clear-cut trend in the PM<sub>10</sub> data. Ozone, nitrogen dioxide, and particulate sulfate measurements were within allowable maximum concentrations.<sup>1</sup>

Comparison of these data with those from other BAAQMD monitoring stations indicates that San Francisco's air quality is among the least degraded of all developed portions of the Bay Area. Three of San Francisco's four prevailing winds, west, northwest, and west-northwest, blow from the Pacific Ocean, reducing the potential for San Francisco to receive air pollutants from elsewhere in the region.

Data from air quality monitoring in San Francisco show that there have been occasional local exceedances of state PM<sub>10</sub> standards, largely due to emissions from within the City. The primary sources of PM<sub>10</sub> in San Francisco are construction and demolition activities, combustion of fuels for heating, and vehicle travel over paved roads.<sup>2</sup> Airborne dust levels measured in San Francisco show occasional violations of the state PM<sub>10</sub> (inhalable-sized particles) standards, and maximum PM<sub>10</sub> levels have remained relatively unchanged over the six-year period shown in Table 8. In general, particulate levels are relatively low near the coast, increase with distance from the coast, and peak in dry, sheltered valleys. The last federal PM<sub>10</sub> standard violation occurred in 1990; federal guidelines allow for no more than one violation per year averaged over a three-year period in defining a "non-attainment" area.

### **Local Air Emissions Sources**

Traffic-related emissions occur throughout the area around the development site; most notable are the heavy volumes of traffic along the Bay Bridge connection routes and the Transbay Transit Terminal ramps. Emissions due to traffic congestion dominate localized air quality in the project vicinity. Since the development site is a surface parking lot, emissions associated with the existing use are also related to traffic.

### **Sensitive Receptors**

Land uses such as schools, children's day care centers, hospitals, and convalescent homes are considered to be more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress. Persons

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<sup>1</sup>CARB (California Air Resources Board), *Air Quality Data Summaries*, 1995-2000.

<sup>2</sup>BAAQMD (Bay Area Air Quality Management District), *Air Quality Handbook*, 1991 Bay Area Average Emissions by Source Category, Appendix IV, 1993.

engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Residential areas are considered more sensitive to air quality conditions than commercial and industrial areas, because people generally spend longer periods of time at their residences, resulting in greater exposure to ambient air quality conditions. Recreational uses are also considered sensitive, due to the greater exposure to ambient air quality conditions, and because the presence of pollution detracts from the recreational experience. In general, office and commercial uses predominate to the north and east, while a mix of residential, retail commercial, and office uses occur to the south and west. There is one child care facility east of the development site in Hills Plaza. There are no recreational areas, schools, convalescent homes, or hospitals in the immediate project vicinity.

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

A project would have a significant effect on the environment with respect to air quality if it would violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations. The BAAQMD specified the significance criteria as follows:<sup>3</sup> (1) the project impact would be considered significant if it caused operation-related emissions equal to or exceeding an established threshold of 80 pounds per day of ROG, NO<sub>x</sub>, or PM<sub>10</sub>, or caused CO concentrations to exceed the ambient standards or more than 550 pounds per day of emissions; and (2) the project impacts would also be considered to have a significant contribution to cumulative regional air quality effects if the project impacts exceed these standards. If project air quality impacts would not exceed the BAAQMD thresholds, the project could still contribute to significant cumulative air quality impacts if the project is found to be inconsistent with the local general plan.

### **METHODOLOGY**

Regional emissions caused by traffic associated with the development project were calculated using the methodology recommended by the BAAQMD for calculation of mobile source emissions.<sup>4</sup> Daily emissions of criteria pollutants from existing and development project-related traffic in 2002 and 2020 were estimated based on the URBEMIS7G computer model developed by the California Air Resources Board. URBEMIS assesses the regional impacts of proposed land

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<sup>3</sup> BAAQMD (Bay Area Air Quality Management District), *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, 1999.

<sup>4</sup> BAAQMD (Bay Area Air Quality Management District), *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, 1999.

use development based on daily vehicle trips as estimated by the development project's transportation analysis. The model combines information on trip generation with vehicular emissions data specific to different types of trips in the Bay Area (home-to-work, work-other, etc.) from the EMFAC7G model to create an estimated daily emissions burden.

Localized CO concentrations near congested intersections were analyzed using Caltrans' CALINE4 program and BAAQMD *CEQA Guidelines*. This guidance was used to evaluate "worst-case" air quality conditions at the most heavily impacted intersections. As recommended by the BAAQMD *CEQA Guidelines*, worst-case conditions were considered by placing receptors in locations that yield maximum exposure and by assuming a stable atmosphere where dispersion of CO in the vicinity of the intersection would be minimal.

## DEVELOPMENT PROJECT EFFECTS

### Regional Impacts

Regional emissions associated with the proposed development project are presented in Table 9. This table indicates that daily emissions from the development project would not exceed the BAAQMD significance threshold for each of the pollutants analyzed. All emissions would be below the threshold of significance for the year 2002, and would meet all standards with a very wide margin of safety by the 2020 horizon year (based on traffic volumes presented in this EIR). The 2020 results are lower than those shown for 2002 because the mix of vehicles in use in 2020 is assumed to include fewer high-emission, older vehicles. As shown in Table 9, increases in air emissions would have a less-than-significant impact on regional air quality.

**Table 9: Regional Emissions From Development Project**

SCENARIO	POLLUTANT (POUNDS PER DAY)			
	ROG	NO <sub>x</sub>	CO	PM <sub>10</sub>
Year 2002 <sup>1</sup>	38	35	158	12
Year 2020	18	29	107	15
BAAQMD Significance Threshold	80	80	550 <sup>2</sup>	80

*Notes:* ROG = reactive organic gases; NO<sub>x</sub> = nitrogen oxides; CO = carbon monoxide; PM<sub>10</sub> = inhaleable particulates.

<sup>1</sup>Uses 2002 emissions factors, thus conservatively assuming the project was completed in 2002.

<sup>2</sup> Requires a microscale impact analysis, if exceeded.

*Source:* Orion Environmental Associates 2002



### Localized Impacts

In addition to the regional contribution to the total pollution burden, traffic generated by the development project could result in localized “hot spots” or areas with high concentrations of carbon monoxide (CO) emissions around stagnation points such as major intersections and heavily traveled and congested roadways. Traffic from the development project could add more cars as well as cause existing non-project traffic to travel at slower travel speeds, which causes increased pollution.

The BAAQMD recommends that a microscale air quality analysis be performed if any of the following three criteria are met: (1) daily project-related CO emissions are greater than 550 pounds/day; (2) intersection level-of-service operation during critical periods of minimal atmospheric dispersion is D, E or F; or (3) project-related traffic increases on any roadway link of 100 vehicles or more per day cause a 10 percent or greater increase in volume on that link.<sup>5</sup>

A microscale screening analysis was completed for the development project and 2020 cumulative future conditions to determine whether any of the above criteria would be met. Although emissions would not exceed the CO criterion as shown in Table 9, above, intersections would exceed the congested levels of service during critical periods, therefore meeting criterion 2 and requiring a quantitative microscale analysis.

The microscale impact analysis used CO analysis procedures in the BAAQMD CEQA Guidelines.<sup>6</sup> The microscale analysis estimated hourly microscale CO concentrations for all intersections projected to operate at LOS D, E, or F during the p.m. peak hour under existing or future conditions. The results of the analysis are shown in Table 10. This table indicates that the state and federal one-hour ambient standards for CO are not currently violated during worst-case atmospheric conditions (during wintertime conditions when CO concentrations are typically their greatest during the year) and would not be violated with the addition of the development project. Maximum one-hour microscale CO exposure would be 8 ppm under existing-plus-project conditions, assuming the development project was built and occupied. Such exposure levels would not exceed the most stringent one-hour CO standard of 20 ppm. In addition, since the development project’s maximum one-hour exposure of 8 ppm would not exceed the eight-hour average CO standard of 9 ppm, the eight-hour average emissions would not exceed the eight-hour CO standard. An eight-hour CO analysis is not required since eight-hour average levels would be less than hourly maximum levels and hourly maximum levels are already less than the eight-hour

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<sup>5</sup> BAAQMD (Bay Area Air Quality Management District), *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, 1999.

<sup>6</sup> BAAQMD, *BAAQMD CEQA Guidelines, “Step-By-Step Procedures for CO Analysis,”* p. 40, 1999.

**Table 10: Localized Microscale Carbon Monoxide Emissions**

INTERSECTION	ONE-HOUR CO CONCENTRATIONS IN PARTS PER MILLION (PPM)		
	EXISTING (2002)	EXISTING + PROJECT	CUMULATIVE (2020) + PROJECT
1. First/Market	6	6	5
2. Fremont/Market	-	-	5
3. First/Mission	7	7	5
4. Fremont/Mission	-	-	5
5. Beale/Mission	-	-	5
6. First/Howard	7	7	5
7. Fremont/Howard	-	-	5
8. Beale/Howard	-	-	5
9. Second/Folsom	7	7	5
10. First/Folsom	7	7	5
11. Fremont/Folsom	-	-	5
12. Beale/Folsom	-	-	-
13. Main/Folsom	-	-	5
14. Spear/Folsom	-	-	-
15. The Embarcadero/Folsom	-	-	6
16. Second/Harrison	7	7	5
17. Essex/Harrison	7	7	6
18. First/Harrison	7	7	5
19. Fremont/Harrison	7	7	5
20. Main/Harrison	7	7	5
21. Spear/Harrison	-	-	5
22. The Embarcadero/Harrison	-	-	6
23. Second/Bryant	7	7	5
24. Beale/Bryant	-	-	-
25. Main/Bryant	-	-	-
26. The Embarcadero/Bryant	8	8	6
27. Second/Brannan	7	7	5
State One-Hour CO Standard	20	20	20
Background Concentrations included in the above concentrations	5.5	5.5	4.4

Note: "-" = Intersection operates at LOS C or better.

Source: Orion Environmental Associates, 2002

average standard. Therefore, development project-related emissions would have a less-than-significant impact on local air quality.

#### **Full Development with Requested Rezoning**

Full buildout under the requested rezoning would involve an additional 130,000 gsf of commercial space at 201 Folsom Street, over the amount currently proposed; the development project at 300 Spear Street, across Main Street from 201 Folsom Street, includes the full amount of development allowable under the rezoning. Combined emissions from full development on the two sites in the rezoned area would slightly exceed 80 pounds per day for ROG (85 pounds per day) and NO<sub>x</sub> (81 pounds per day) if all development were completed and occupied in 2002. Although such exceedances are typically considered significant, the total emissions would drop below the 80-pounds per day threshold by 2003-04 due to improvements in the statewide automobile fleet, attrition of older, high-polluting vehicles, and improved fuel mixtures. Therefore, it is reasonable to conclude that the 80-pounds per day threshold would not be exceeded with full development under the requested rezoning, as construction is not proposed to commence prior to 2003. Therefore, emissions from full build-out under the requested rezoning would have a less-than-significant impact on regional air quality.

Localized CO emissions resulting from full buildout under the requested rezoning would be essentially the same as those shown for the 201 Folsom Street development alone. No intersection currently operating at LOS D, E, or F would generate one-hour CO concentrations greater than 8 ppm with full buildout. Thus, the requested rezoning would not create exceedances of the state CO standards and would not cause significant air quality impacts.

#### **Cumulative Impacts**

The BAAQMD applies the regional thresholds for ROG, NO<sub>x</sub>, and PM<sub>10</sub> to the cumulative air quality analysis (see Significance Criteria above). Because the development project would not exceed these thresholds in the future 2020 scenario, as shown in Table 9, and the combined emissions from development at 201 Folsom Street and 300 Spear Street in 2020 would not exceed thresholds, the project would not be considered to contribute incrementally to cumulative regional air quality conditions.

However, as specified in the Significance Criteria, if regional emissions would not exceed the BAAQMD thresholds, cumulative air quality impacts could still result if the project were determined to be inconsistent with the local general plan. Although the requested rezoning would require *General Plan* amendments, these amendments would involve changes to the land use controls and would not change the types of land uses or the overall density of development in the Rincon Hill Area as a whole (see III.A, Land Use, Zoning, and Plan Consistency). The requested



rezoning area is in the Residential subdistrict of the *Rincon Hill Land Use Plan* (Map 3 in the *Rincon Hill Area Plan*) that assumes high-density residential development similar to that which is proposed in the new Residential/Commercial subdistrict. The *General Plan* amendments would not increase the amount of commercial space permitted, as the 6:1 residential to commercial space ratio would apply to the new subdistrict.

When traffic from the development project is considered together with traffic increases associated with 2020 cumulative development (due to growth in the South of Market area and the rest of the City and region), cumulative increases in CO emissions would occur at nearby intersections. Table 10 indicates that maximum hourly CO exposures would not exceed state and federal one- and eight-hour ambient standards. Therefore, cumulative emissions would have a less-than-significant contribution to CO levels at study intersections.

## **E. SHADOWS AND WIND**

### **SHADOWS**

Planning Code Section 295, adopted in 1984 pursuant to voter approval of Proposition K, generally prohibits the issuance of building permits for structures over 40 feet in height that would cause significant new shade on open space under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission unless the Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the shade would not have a significant impact on the use of such property. The Initial Study (See Appendix A) determined that the development would not have a significant shadow effect under Planning Code Section 295 because it would not shade open spaces under the jurisdiction of the Recreation and Park Department.

For informational purposes, this section describes the development project's shadow effects on nearby publicly owned or controlled open space areas ("public open space") that are not subject to Planning Code 295; on publicly accessible open space areas associated with development on privately owned land ("publicly accessible open space"); and on sidewalks.

### **SETTING**

Open space in the vicinity of the development site consists of public open space and publicly accessible open space. The project itself does not include a public open space component. Figure 29, p. 148, shows the location of open spaces near the development site. Rincon Park, currently under construction, is about two blocks east of the development site.<sup>1</sup> This three-acre waterfront park is located between Howard and Harrison Streets and between the realigned Embarcadero Roadway and the Herb Caen Way pedestrian promenade along San Francisco Bay. It is under the

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<sup>1</sup> South of Market streets that run northwest to southeast (like Main Street) are commonly considered to run "north" to "south." Streets running northeast to southwest (like Folsom Street) are commonly considered to run "east" to "west." In the interest of simplification, this report employs that convention.

jurisdiction of the Port of San Francisco and the San Francisco Redevelopment Agency.<sup>2</sup> The Gap Inc. Headquarters building, at 2 Folsom Street, is one block north and one block east of the development site. The publicly accessible open space at this site consists of a landscaped plaza on its north side.<sup>3</sup> The 221 Main Street building is in the block immediately to the northeast of the development site. The publicly accessible open space at this site consists of a widened portion of sidewalk along Main Street with plantings and seating, and a pedestrian walkway connecting Main and Spear Streets. The Hills Plaza complex is one block east of the development site. The publicly accessible open space at Hills Plaza consists of a raised, arcaded, landscaped plaza running through the block. The development site is currently vacant and, therefore, casts no shadow.

## **IMPACTS**

### **Project Shadows at Selected Times**

The analysis includes shadow cast on public open space, publicly accessible open space, and sidewalks in the area of potential impact. Shadow patterns for the development project are shown for representative times of the day during the first day of each of the four seasons: the winter solstice, when the sun is at its lowest; the summer solstice, when the sun is at its highest; and during the spring and fall equinoxes, when the sun is at its midpoint. The times selected for analysis are 10:00 a.m., 12:00 p.m. and 3:00 p.m.<sup>4</sup> Figures 29-32 depict shadow impacts at a “snap shot” moment in the range throughout the year.

Shadows created by existing buildings and structures are shown in light grey. The maximum extent of the proposed development project’s shadow, as though there were no existing intervening buildings, is outlined by a heavy black line. Within this outline, the areas that would not otherwise be shadowed but for the development project (“net new shadow”) are depicted in dark grey.

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<sup>2</sup> Rincon Park is on land leased by the San Francisco Redevelopment Agency from the Port of San Francisco. It is being privately developed as part of the Gap, Inc. Headquarters project and will be maintained by the Redevelopment Agency. The south end of the park will accommodate a restaurant to be built under the auspices of the Port.

<sup>3</sup> The Gap Headquarters building also has a landscaped roof terrace: it is accessible only to building occupants.

<sup>4</sup> Pacific Standard Time (PST) in March and December, and Pacific Daylight Time (PDT) in June and September.



### III. Environmental Setting and Impacts

#### E. Shadows and Wind

The proposal for the adjacent block to the east, 300 Spear Street, is representative of development on that site under the requested rezoning. It is also considered in this analysis. When its shadow overlaps with the development project's shadow, their cumulative shadow is discussed. The maximum extent of the proposed 300 Spear Street building's shadow, as though there were no existing intervening buildings, is outlined in the Figures.

December 21:

At 10:00 a.m. on December 21 (see Figure 29: Shadow Patterns on December 21), the development project would create net new shadow on the publicly accessible open space at 221 Main Street, shading the widened sidewalk in front of the building. The development would also create net new shadow on the following sidewalk areas: on about 300 feet of the sidewalks on Folsom Street, adjacent to and across the street from the development site; on approximately 500 feet of the west-side sidewalk on Main Street, adjacent to and north of the development site; and on about 500 feet of the east-side sidewalk on Main Street north of the development site.

At noon, the development would create net new shadow on the publicly accessible open space at 221 Main Street, shading the southernmost portion of the widened sidewalk in front of the 221 Main Street building. The development would also create net new shadow on the following sidewalk areas: on approximately 450 feet of the south-side sidewalk on Folsom Street, adjacent to and east of the development site; on about 400 feet of the north-side sidewalk on Folsom Street, adjacent to and east of the development site; on approximately 450 feet of the west-side sidewalk on Main Street, adjacent to and north of the development site; on about 400 feet of the east-side sidewalk on Main Street, across the street and north of the development site; and on about 150 feet of the east-side sidewalk on Spear Street north and east of the development site and approximately 50 feet of the west-side sidewalk on Spear Street, north and east of the development site. The shadow created by the proposed 300 Spear Street building would overlap with that of the development project and would extend the shadow on the Folsom Street sidewalks eastward, by approximately 350 feet, and would extend the shadow on the west-side sidewalk of Spear Street southward by about 50 feet and would extend the shadow on the east-side sidewalk of Spear Street northward by about 75 feet and southward by about 50 feet.

At 3:00 p.m., the two towers of the development project would create net new shadow on the following areas of public open space in Rincon Park: on a band running across the width of the park approximately 60 feet from north to south; and on a wedge-shaped area about 100 feet from north to south, along the eastern edge of the park. Other portions of the park would be shaded by Hills Plaza, the Gap Inc. Headquarters and other nearby buildings.



DECEMBER 21

- EXISTING SHADOWS
- NET NEW DEVELOPMENT SHADOWS
- PROPOSED DEVELOPMENT SHADOW BOUNDARY
- SHADOW BOUNDARY OF PROPOSED 300 SPEAR STREET
- PUBLIC AND PUBLICLY ACCESSIBLE OPEN SPACE

NEARBY OPEN SPACE

- ① 221 MAIN STREET
- ② GAP INC.
- ③ HILLS PLAZA
- ④ RINCON PARK



FIGURE 29: SHADOW PATTERNS ON DECEMBER 21  
(10 a.m., Noon, 3 p.m. PST)

SOURCE: CADP and Turnstone Consulting

201 FOLSOM STREET

2000 1073E



### III. Environmental Setting and Impacts

#### E. Shadows and Wind

At 3:00 p.m., the development would also create net new shadow on the following sidewalk areas: on about 600 feet of the south-side sidewalk on Folsom Street, adjacent to and east of the development site; on approximately 150 feet of the north-side sidewalk on Folsom Street east of the development site; on about 150 feet of the sidewalks on Main Street, adjacent to and across the street from the development site; on about 200 feet of the sidewalks on Spear Street; and on about 60 feet of the sidewalks on The Embarcadero at Folsom Street. The shadow created by the proposed 300 Spear Street building would overlap with that of the development project and would extend the shadow on the sidewalks on Spear Street southward by about 20 feet.

March 21:

At 10:00 a.m. on March 21 (see Figure 30: Shadow Patterns on March 21), the development project would create net new shadow on the following sidewalk areas: on about 250 feet of the sidewalks on Folsom Street, adjacent to and across from the development site; and on approximately 300 feet of the east-side sidewalk on Beale Street, north of the development site.

At noon, the development project would create net new shadow on the following sidewalk areas: on about 400 feet of the south-side sidewalk on Folsom Street, adjacent to and east of the development site; on approximately 150 feet of the north-side sidewalk on Folsom Street, across from the development site; on about 300 feet of the west-side sidewalk on Main Street, adjacent to the development site; and on approximately 200 feet of the east-side sidewalk on Main Street, across from the development site. The shadow created by the proposed 300 Spear Street building would overlap that of the development project and would extend the shadow on the south-side sidewalk on Folsom Street eastward by about 350 feet.

At 3:00 p.m., the development would create net new shadow on the following sidewalk areas: on approximately 300 feet of the sidewalks on Main Street, adjacent to and across the street from the development site; and on about 50 feet of the sidewalks on Spear Street east of the development site. The shadow created by the proposed 300 Spear Street building would overlap that of the development project and would extend the shadow on the sidewalks on Spear Street northward by approximately 200 feet.

June 21:

At 10:00 a.m. on June 21 (see Figure 31: Shadow Patterns on June 21), the development project would create net new shadow on the following sidewalk areas: on about 350 feet of the south-side sidewalk on Folsom Street, adjacent to and west of the development site; on approximately 200 feet of the north-side sidewalk on Folsom Street, across the street and west of the development





10:00 AM PST



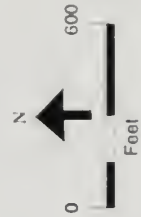
12:00 NOON PST

MARCH 21

- EXISTING SHADOWS
- NET NEW DEVELOPMENT SHADOWS
- PROPOSED DEVELOPMENT SHADOW BOUNDARY
- SHADOW BOUNDARY OF PROPOSED 300 SPEAR STREET
- PUBLIC AND PUBLICLY ACCESSIBLE OPEN SPACE

NEARBY OPEN SPACE

- ① 221 MAIN STREET
- ② GAP INC.
- ③ HILLS PLAZA
- ④ RINCON PARK



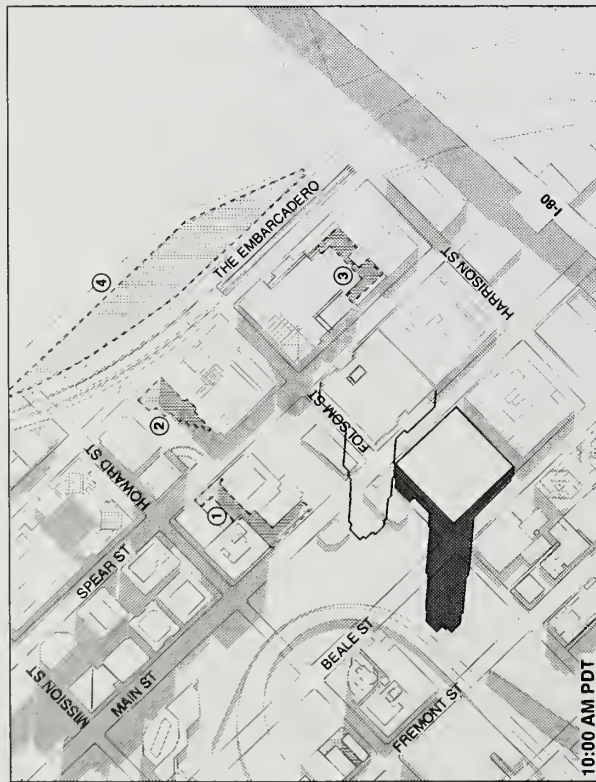
3:00 PM PST

SOURCE: CADP and Turnstone Consulting

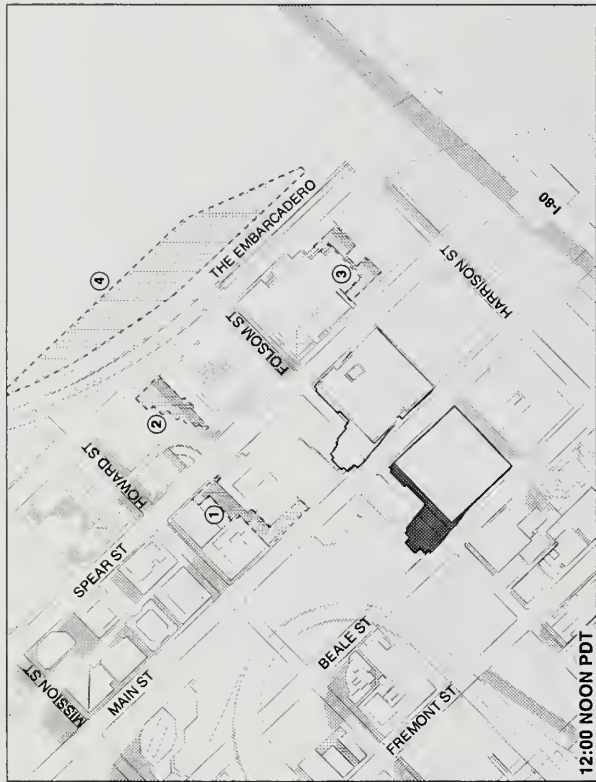
201 FOLSOM STREET

2000 1073F

FIGURE 30: SHADOW PATTERNS ON MARCH 21  
(10 a.m., Noon, 3 p.m. PST)



10:00 AM PDT



12:00 NOON PDT

JUNE 21



3:00 PM PDT

- EXISTING SHADOWS
- NET NEW DEVELOPMENT SHADOWS
- PROPOSED DEVELOPMENT SHADOW BOUNDARY
- SHADOW BOUNDARY OF PROPOSED 300 SPEAR STREET
- PUBLIC AND PUBLICLY ACCESSIBLE OPEN SPACE

#### NEARBY OPEN SPACE

- ① 221 MAIN STREET
- ② GAP INC.
- ③ HILLS PLAZA
- ④ RINCON PARK



SOURCE: CADD and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 31: SHADOW PATTERNS ON JUNE 21  
(10 a.m., Noon, 3 p.m. PDT)



### III. Environmental Setting and Impacts

#### E. Shadows and Wind

site; on about 350 feet of the east-side sidewalk on Beale Street, adjacent to and north of the development site; and on 200 feet of the west-side sidewalk on Beale Street, north of the development site. The shadow created by the proposed 300 Spear Street building would slightly overlap that of the proposed development and would extend the shadow on the sidewalks on Folsom Street eastward, by approximately 300 feet.

At noon, the development project would create net new shadow on the following sidewalk areas: on about 300 feet of the south-side sidewalk on Folsom Street, adjacent to the development site; on approximately 120 feet of the north-side sidewalk on Folsom Street, across the street from the western portion of the development site; and on about 100 feet of the east-side sidewalk of Beale Street, north of the development site.

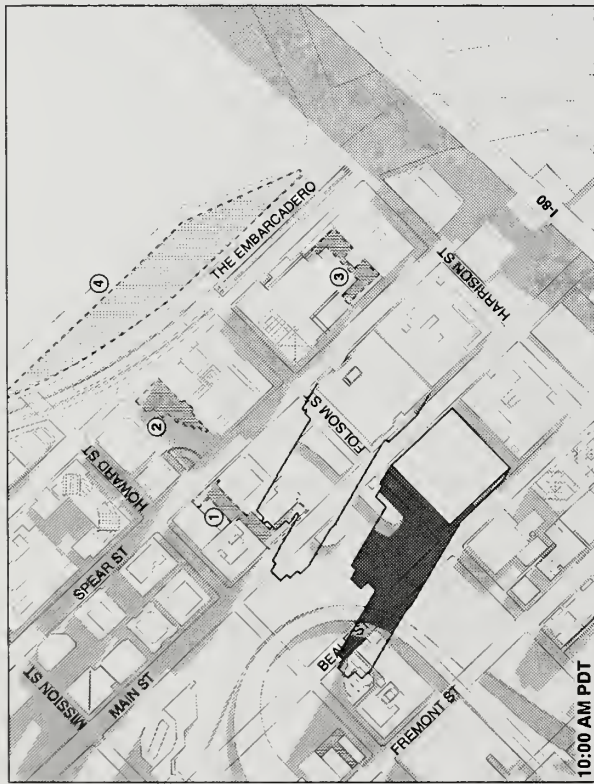
At 3:00 p.m., the development project would create net new shadow on the following sidewalk areas: on about 300 feet of the west-side sidewalk on Main Street, adjacent to the development site; and on approximately 150 feet of the east-side sidewalk on Main Street across the street from the southern portion of the development site.

September 21:

At 10:00 a.m. on September 21 (see Figure 32: Shadow Patterns on September 21), the development project would create net new shadow on the following sidewalk areas: on about 300 feet of the sidewalks on Folsom Street, adjacent to and across the street from the development site; on approximately 500 feet of the east-side sidewalk on Beale Street, adjacent to and north of the development site; and on about 200 feet of the west-side sidewalk on Beale Street, north of the development site.

At noon, the development project would create net new shadow on the following sidewalk areas: on approximately 350 feet of the south-side sidewalk on Folsom Street, adjacent to and east of the development site; on about 250 feet of the north-side sidewalk on Folsom Street, across the street and east of the development site; on approximately 300 feet of the west-side sidewalk on Main Street, adjacent to and north of the development site; and on about 100 feet of the east-side sidewalk on Main Street, across the street and north of the development site. The shadow created by the proposed 300 Spear Street building would nearly overlap that of the development project and would extend the shadow on the sidewalks on Folsom Street eastward by approximately 350 feet.



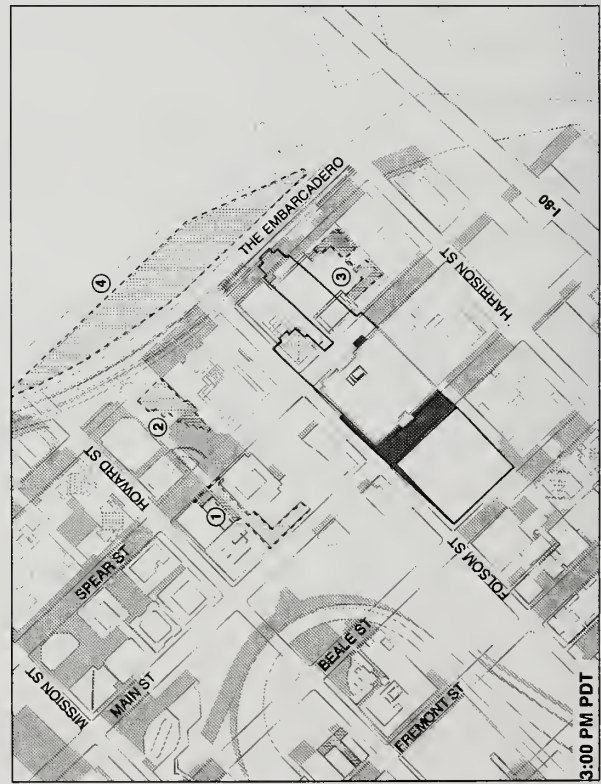


SEPTEMBER 21

- EXISTING SHADOWS
- NET NEW DEVELOPMENT SHADOWS
- PROPOSED DEVELOPMENT SHADOW BOUNDARY
- SHADOW BOUNDARY OF PROPOSED 300 SPEAR STREET
- PUBLIC AND PUBLICLY ACCESSIBLE OPEN SPACE

#### NEARBY OPEN SPACE

- ① 221 MAIN STREET
- ② GAP INC.
- ③ HILLS PLAZA
- ④ RINCON PARK



SOURCE: CADP and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 32: SHADOW PATTERNS ON SEPTEMBER 21  
(10 a.m., Noon, 3 p.m. PDT)

### III. Environmental Setting and Impacts

#### E. Shadows and Wind

At 3:00 p.m., the development project would create net new shadow on the following sidewalk areas: on about 300 feet of the south-side sidewalk on Folsom Street, adjacent to and east of the development site; and on approximately 300 feet of the sidewalks on Main Street, adjacent to and across the street from the development site.

#### **Project Shadows on Open Space**

The development project would not create net new shadow on any public open spaces subject to Planning Code Section 295. The development project would create net new afternoon shadow on small portions of public open space at Rincon Park that are not already shaded by the intervening Gap Inc. Headquarters building and the Hills Plaza building, around the winter solstice. Shadow from the proposed development would reach Rincon Park in the late afternoon hours in early October. The area and duration of shadow would gradually increase in the afternoon hours starting from late October, and into the months of November and December, as shadows lengthen and sweep clockwise. The development project would cast the most shadow in the month of December, specifically on December 6<sup>th</sup> at 2:45 p.m. (See Figure 33: Maximum New Shadow on Rincon Park, December 6 (2:45 p.m. PST)). The amount of net new shadow cast by the development project would gradually decrease beginning in January through February. No shadow from the development would reach Rincon Park during the months of March through September.






The development project would create net new shadow on publicly accessible open space at 221 Main Street in the morning and midday around the winter solstice. The development project would not create any net new shadow on the publicly accessible open space area at the Gap Inc. Headquarters that are not already shaded by those buildings. The development project would not shade open space at Hills Plaza.

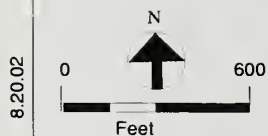
#### **WIND**

#### **SETTING**

U.S. Weather Bureau and Bay Area Air Quality Management District data shows that westerly to northwesterly winds, reflecting the persistence of sea breezes, are the most frequent wind



-  EXISTING SHADOWS
-  NET NEW DEVELOPMENT SHADOWS
-  PROPOSED DEVELOPMENT SHADOW BOUNDARY
-  SHADOW BOUNDARY OF PROPOSED 300 SPEAR STREET
-  RINCON PARK OPEN SPACE



SOURCE: CADP and Turnstone Consulting



directions in San Francisco.<sup>5, 6</sup> Wind direction is most variable in the winter, when strong southerly winds, frequent during an approach of a winter storm, occur. Predictions of wind speed are based upon historic wind records from the U.S. Weather Bureau weather station from 1945 to 1950. Four directions occur most frequently and account for most of the strongest winds: northwest; west-northwest; west; and west-southwest. Calm conditions occur about 2 percent of the time. Average wind speeds are highest during summer and lowest during winter. The strongest peak winds occur during winter, when speeds of up to 47 miles per hour (mph) have been recorded.<sup>7</sup> Typically the highest wind speeds occur during the mid-afternoon hours, and the lowest occur during early morning hours.

### **Pedestrian Comfort Criteria**

Wind conditions affect pedestrian comfort on sidewalks and in other public areas. The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to four miles per hour have no noticeable effect on pedestrian comfort. With winds from four to eight miles per hour, wind is felt on the face. Winds from 8 to 13 miles per hour disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. Winds from 19 to 26 miles per hour are felt on the body. With winds from 26 to 34 miles per hour, umbrellas are used with difficulty, hair is blown straight, walking steadily is difficult, and wind noise is unpleasant. Winds more than 34 miles per hour make it difficult to maintain one's balance, and gusts can blow a person over.

High-rise buildings can redirect wind flows around buildings and divert winds downward to street level, resulting in increased wind speed and turbulence. To provide a comfortable wind environment for pedestrians, the City established wind criteria for the Rincon Hill Special Use District within Section 249.1 (b)(3) of the Planning Code. The comfort criteria are based on pedestrian-level wind speeds that include the effects of turbulence. These adjusted wind speeds are referred to as "equivalent wind speeds." Section 249.1 (b)(3) of the Planning Code

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<sup>5</sup> Note that this introductory paragraph uses the cardinal points of the compass when referring to wind direction, rather than the convention employed generally by this report whereby directions are oriented to the South of Market street grid.

<sup>6</sup> Information for this section comes from the *Wind Tunnel Analysis for the 201 Folsom Street Project, San Francisco*, January 2002, prepared by Donald Ballariti, Certified Consulting Meteorologist. This report is on file with the Planning Department, 1660 Mission Street, San Francisco, and is available by appointment for public review as part of the project file.

<sup>7</sup> E. Jan Null, *Climate of San Francisco*, NOAA Technical Memorandum, NWS WR-126. February 1978.

### III. Environmental Setting and Impacts

#### E. Shadows and Wind

establishes an equivalent wind speed of 7 mph in public sitting areas and 11 mph in areas of substantial pedestrian use, known as comfort criteria. New buildings and additions to buildings may not cause ground-level winds to exceed these levels more than 10 percent of the time. According to the Planning Code, if existing wind speeds exceed the comfort level or when a proposed building or addition may cause ambient speed to exceed the criteria, new buildings and additions must be designed to reduce ambient wind speeds to meet these requirements, unless certain requirements are met for an allowable exception as described in Section 249.1 (b)(3). Compliance with the Section would be considered as part of the project review process. In administering Section 249.1 (b)(3), the Planning Department requires a microclimate analysis, including wind tunnel testing for tall buildings, to determine design-specific impacts on pedestrian comfort and to provide a basis for design modifications to mitigate any significant impacts. This EIR reviews wind impacts of the proposed project against the Planning Code's pedestrian comfort and sitting area comfort criteria, and the hazard criterion that is discussed below.

As described below under Impacts, the 11 mph pedestrian use comfort criterion is currently exceeded at 7 of the 44 wind speed measurement locations for existing pedestrian-level conditions.

#### **Wind Hazard Criteria**

In addition to the Rincon Hill Special Use District comfort criteria, the Planning Code establishes a wind hazard criterion. The hazard criterion is set at an hourly averaged wind speed of 26 mph, which is not to be exceeded more than once during the year. No building or addition would be permitted that would cause wind speeds to exceed the hazard level of more than one hour of any year. No exception may be granted to this criterion. The hazard criterion is not exceeded under existing conditions at any of the velocity measurement locations.

### **IMPACTS**

#### **Significance Criteria**

A project that would exceed the comfort standards would not be considered to have a significant impact. A project that would cause equivalent wind speeds to reach or exceed 26 mph for a single full hour of the year would be considered to have a significant impact.

## Methodology

Wind tunnel tests were conducted for the project site and vicinity under several scenarios, including the setting under existing conditions; conditions with the proposed development; conditions with the proposed development and adjacent proposal at 300 Spear Street analyzed as representative of the requested rezoning project (denoted Rezoning Project); and the setting plus the 201 Folsom Street and the 300 Spear Street Initial Study designs with conceptual buildings within the proposed Transbay Redevelopment Project Area located north and west of the project site across Folsom Street (denoted Transbay Cumulative). The wind tunnel analysis report with a full discussion of methodology and results is included in Appendix D: Wind Tunnel Analysis.<sup>8</sup>

Using a wind tunnel and a scale model of the project site and surrounding area, wind speed measurements were taken at 44 pedestrian-level locations for all scenarios. None of the 44 pedestrian-level test locations corresponds to a representative potential sitting location; all test locations are considered pedestrian use areas rather than sitting areas. An additional eight rooftop locations and two locations on the proposed pedestrian walkway south of the building were tested under the various scenarios. The eight rooftop test locations correspond to representative potential sitting areas (points 47 through 54). Figure 34: Wind Speed Measurement Locations, shows the locations at which measurements were made. Tables 11 and 12 show the wind speed measurements taken at each location under existing conditions; proposed development conditions; rezoning project conditions; and Transbay cumulative conditions. Exceedances of standards are shown in the Tables in bold type.

## Existing Conditions

The existing conditions included the existing parking lot on the development site, along with several buildings currently under construction, at 400 Beale Street and Foundry Square at First and Howard Streets. The 325 Fremont Street and 301 First Street projects, which have been approved but are not yet under construction, are also included in the analysis.

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<sup>8</sup> *Wind Tunnel Analysis for the Proposed 201 Folsom Street Project, San Francisco*, wind tunnel tests were conducted for the project site under five scenarios: existing conditions; conditions with the proposed development; conditions with the proposed development and the adjacent proposal at 300 Spear Street (denoted Local Cumulative); existing conditions plus the 201 Folsom and 300 Spear Streets Initial Study designs (denoted Initial Study Cumulative); and Initial Study Cumulative with conceptual buildings within the proposed Transbay Redevelopment Project Area (denoted Transbay Cumulative).



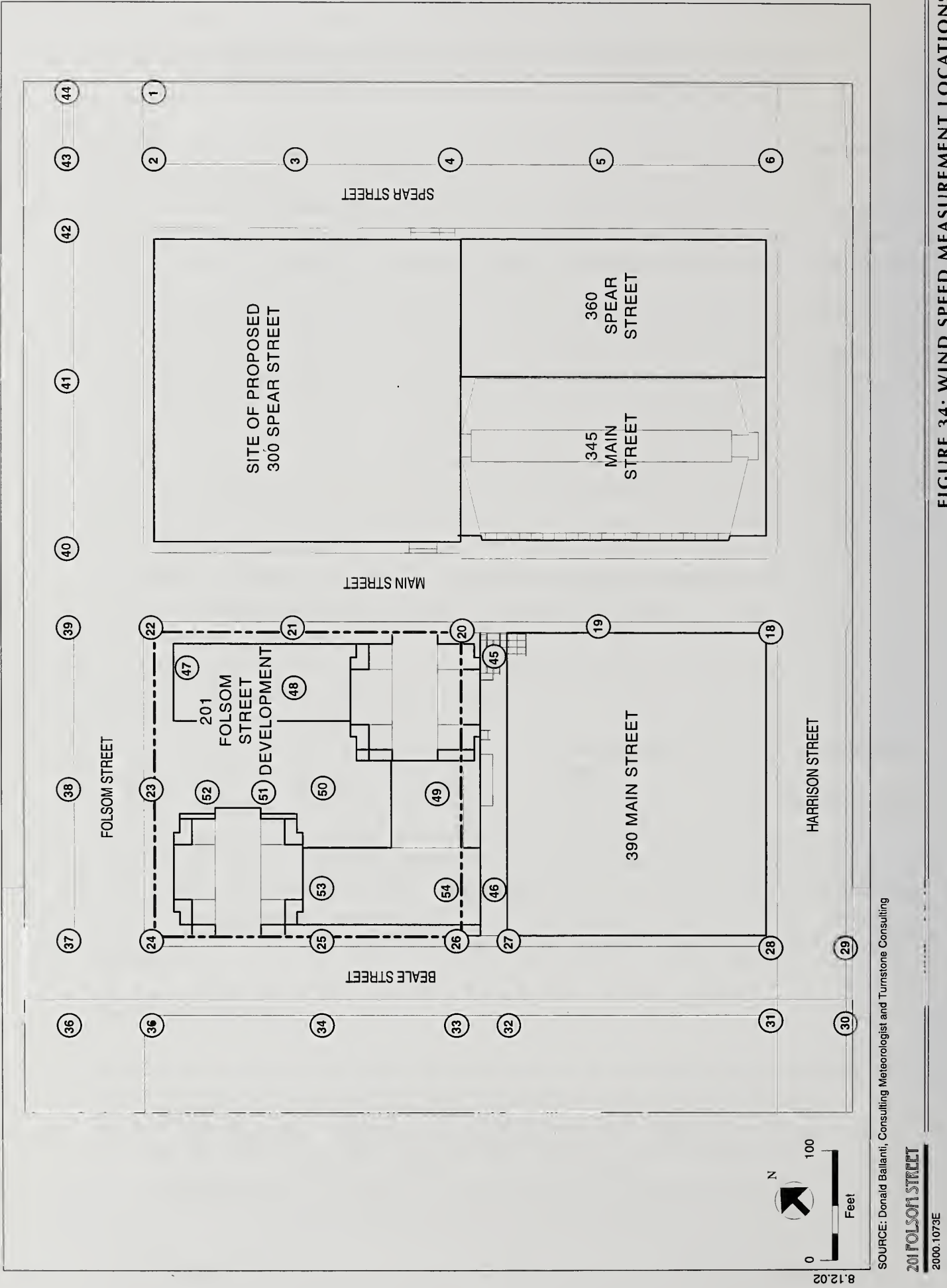


FIGURE 34: WIND SPEED MEASUREMENT LOCATIONS

SOURCE: Donald Ballanti, Consulting Meteorologist and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

III. Environmental Setting and Impacts  
E. Shadows and Wind

Table 11: Wind Speed Measurement Locations

Point	Standard	Existing	Proposed Development	Rezoning Project	Transbay Cumulative
1	11	10	11	13	9
2	11	7	8	13	9
3	11	7	10	16	10
4	11	12	14	15	5
5	11	11	12	12	4
6	11	9	10	9	6
7	11	8	8	13	6
8	11	5	7	14	6
9	11	11	13	13	6
10	11	8	10	12	6
11	11	6	7	17	6
12	11	7	10	13	6
13	11	11	16	11	7
14	11	11	10	14	5
15	11	8	13	14	4
16	11	16	10	13	4
17	11	12	10	12	3
18	11	8	12	10	3
19	11	6	13	8	3
20	11	9	11	9	5
21	11	11	6	12	7
22	11	9	16	14	7
23	11	11	14	13	8
24	11	13	14	15	11
25	11	9	14	13	12
26	11	8	16	16	11
27	11	10	14	14	10
28	11	10	14	15	10
29	11	11	14	14	10
30	11	10	13	12	9
31	11	10	10	11	6
32	11	9	12	13	9
33	11	9	14	14	9
34	11	7	13	13	10
35	11	14	13	13	11
36	11	12	11	12	14
37	11	12	11	12	12
38	11	5	11	9	4
39	11	5	12	9	9
40	11	9	11	9	7
41	11	3	5	12	5
42	11	6	7	13	9
43	11	11	8	16	13
44	11	8	9	12	4

Source: Donald Ballanti, *Wind Tunnel Analysis for the Proposed 201 Folsom Street Project*

**Table 12: Rooftop and Pedestrian Walkway Wind Speed Measurement Locations**

Point	Standard	Proposed Development	Rezoning Project	Transbay Cumulative
45	11	<b>14</b>	<b>14</b>	6
46	11	<b>13</b>	<b>13</b>	5
47	7	<b>16</b>	<b>16</b>	5
48	7	<b>9</b>	<b>9</b>	5
49	7	<b>17</b>	<b>17</b>	<b>8</b>
50	7	<b>13</b>	<b>13</b>	6
51	7	<b>10</b>	<b>10</b>	2
52	7	<b>18</b>	<b>18</b>	5
53	7	6	6	4
5-4	7	<b>18</b>	<b>18</b>	7

Source: Donald Ballanti, *Wind Tunnel Analysis for the Proposed 201 Folsom Street Project*

Wind speeds do not exceed the hazard criterion of 26 mph for more than one hour per year under existing conditions. As shown in Table 2 of Appendix D, pp. 10-11, wind speeds would range from 3 to 16 mph and would exceed the pedestrian comfort criterion at seven of the 44 velocity measurement locations over 10 percent of the time, using the comfort criteria methodology (points 4, 16, 17, 24, 35, 36, and 37). These are on the east-side sidewalk of Spear Street in front of Hills Plaza; at two locations on the east-side sidewalk of Main Street west of 345 Main Street; and four locations at each of the corners of the intersection of Folsom and Beale Streets. Exceedances of the standards are shown in bold type.

### **Proposed Development Conditions**

The development site is currently a parking lot. The proposed development project would increase wind speeds in comparison to existing wind conditions at 35 locations, leave them unchanged at one location, and reduce them at eight locations. The 201 Folsom Street development project would result in wind speeds ranging from 5 to 16 mph. With the proposed development, 21 of the 44 measurement locations would exceed the 11 mph pedestrian use comfort criterion, as compared to seven locations under existing conditions. The pedestrian comfort criterion would be met at four sidewalk locations (points 16, 17, 36, and 37) that currently exceed the comfort criterion under existing conditions (two located on the east side of Main Street west of the 345 Main Street building and two at the north end of the Folsom and Beale Streets intersection). Winds would continue to exceed the comfort criterion in the remaining three locations (points 4, 24, and 35: one on the north side of Spear Street opposite



Hills Plaza, and two on the south side of the Folsom and Beale Streets intersection). There are 18 locations (points 5, 9, 13, 15, 18, 19, 22, 23, 25-30, 32-34, and 39 ) where the proposed development would create wind speeds exceeding the pedestrian use comfort criterion. These areas are primarily west, southwest, and northwest of the development site along the sidewalks east and west of Beale Street, and south of Folsom Street in front of the proposed 201 Folsom Street building. The comfort criterion would also be exceeded in front of the eastern entrance of Hills Plaza (point 5).

Wind speed increases associated with the development would be greatest on the Folsom and Beale Streets sidewalks north and west of the proposed 201 Folsom Street project, where the highest wind speeds were measured between 14 and 16 mph (points 22 through 27).

As with existing conditions, winds would not be expected to exceed the 26 mph hazardous wind criterion at any point. Thus, there would be no significant wind impact.

#### **Rezoning Project Conditions**

Development of the proposed development project along with the proposed adjacent 300 Spear Street (the rezoning project) would increase speeds in the area in comparison to existing conditions. The resulting wind speeds would range from 8 to 17 mph using the comfort criterion methodology, higher than under existing conditions and higher than those associated with the proposed development alone. With the proposed development and the proposed 300 Spear Street, 35 of the 44 velocity measurement locations would exceed the 11 mph pedestrian use comfort criterion, as compared to seven under existing conditions and 21 under existing conditions plus the proposed 201 Folsom Street development.

Measurement locations exceeding the comfort criterion would be added at 14 locations (points 1-3, 7, 8, 10-12, 14, 21, and 41-44). These are at the southeast corner of the intersection at Folsom and Spear Streets, along the west-side sidewalk of Spear Street adjacent to 360 Spear Street and at the proposed 300 Spear Street, along Main Street west of the site of the proposed 300 Spear Street building and east of the development site, and along the north-side sidewalk of Folsom Street north of the development site.

As with the existing conditions and proposed development project, winds would not be expected to exceed the 26 mph hazardous wind criterion at any point, and no significant wind impact would occur.

### **Proposed Rooftop Open Space and Adjacent Pedestrian Walkway**

The proposed 201 Folsom Street design was modified from the design discussed in the Initial Study (see Appendix A: Initial Study).<sup>9</sup> Eight wind measurements were taken on the rooftop terraces (points 47 through 54), and two (points 45 and 46) in the proposed pedestrian walkway south of the building in the Initial Study Cumulative wind tunnel test; these may appropriately be used to characterize development project conditions because the overall massing of the designs is sufficiently similar.<sup>10</sup> All rooftop areas would be on private terraces not accessible to the general public. Wind speeds on the rooftop terraces would range from 6 to 18 mph; point 53, located south of the Beale Street tower, would meet the 7 mph public sitting area comfort criterion. Wind speeds in the pedestrian walkway would range from 13 to 14 mph, about the 11 mph public use comfort criteria. In general, wind speeds in these spaces would be above the appropriate pedestrian use and sitting comfort criteria. Strong winds would be a result of the project's overall massing and lack of nearby sheltering structures to the north and west. Rooftop wind sheltering elements, such as wind-tolerant landscaping, or porous structures like screens, latticework, or perforated metal, could be planted or constructed to reduce wind impacts and improve the usability of outdoor sitting and eating areas.

### **Transbay Cumulative Conditions**

A wind test was conducted using both the 201 Folsom Street and 300 Spear Street Initial Study designs and adding conceptual designs for future buildings that may be constructed under the proposed Transbay Redevelopment Project Area immediately across Folsom Street. None of these buildings have been approved. The findings are included here for informational purposes.

Construction of the buildings in the proposed Transbay Redevelopment Project Area would greatly reduce exposure of the requested rezoning area from the prevailing wind directions. Wind speeds would range between 2 and 14 mph, which would be the lowest wind speeds out of all five scenarios tested. This reduction is largely independent of the design the 201 Folsom Street building, so it was not necessary to repeat wind tunnel tests with the current development project design.

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<sup>9</sup> The design was modified to mitigate hazardous wind conditions generated by the project in combination with the design reviewed in the Initial Study for the adjacent proposed 300 Spear Street. Wind speeds at one point on the sidewalk at the southwest corner of the Folsom and Spear Streets intersection (11) would have exceeded 26 mph for roughly 1.24 hours over the year.

<sup>10</sup> Donald Ballanti, Certified Consulting Meteorologist, *Wind Tunnel Analysis for the Proposed 201 Folsom Street Project, San Francisco*, January 2002, p. 13

### III. Environmental Setting and Impacts

#### E. Shadows and Wind

Conditions tested under the Transbay Cumulative scenario showed that wind speeds would exceed pedestrian use comfort criterion in four of the 44 pedestrian-level locations tested, as compared to seven under existing conditions, 21 under proposed development project conditions, and 35 under rezoning project conditions. Pedestrian use comfort criterion would exceed 11 mph under the Transbay Cumulative scenario at locations 25, 36, 37, and 43. These are on the east Beale Street sidewalk directly west of the site of the proposed 201 Folsom Street development; at the northern corners of the intersection of Folsom and Beale Streets; and at the northeast corner of the intersection of Folsom and Spear Streets.

Pedestrian use and sitting comfort criteria would be met in the eight roof-top and two pedestrian walkway locations tested. Without the conceptual buildings in the Transbay Redevelopment Project Area, only one of the ten locations tested in the Initial Study Cumulative scenario would meet the comfort criteria.

As with the existing conditions, proposed development, and rezoning project, wind speeds would not be expected to exceed the 26 mph hazardous wind criterion at any point, and no significant wind impact would occur.



## F. GROWTH INDUCEMENT

Growth inducement under CEQA considers the ways in which the proposed and foreseeable activities by the project could encourage and facilitate other activities that would induce economic or population growth in the surrounding environment, either directly or indirectly.<sup>1</sup>

The project includes a request to rezone most of the lots in the P (Public) Use District, bounded by Beale Street, Folsom Street, Harrison Street, and Spear Street, to RC-4 (Residential-Commercial Combined: High Density). Rezoning the project site and adjoining area would allow for private development of residential and commercial mixed uses. Rezoning of the lots would be expected to induce development on the 201 Folsom Street site, as well as the site of the adjacent parking lot at 300 Spear Street, further potentially increasing population and employment in the area. Rezoning is not expected to induce development at 345 Main Street because considerable sums were spent in the past two years to remodel the building for telecommunications use. The building was upgraded specifically to serve as a telecommunications/data center utility. It includes features that enable it to continue functioning after a major earthquake, with a special foundation, double-redundant electrical and other building systems, and 10 rooftop emergency electrical generators in the new penthouse.

The 201 Folsom Street development would replace an existing parking lot with up to 820 residential units in approximately 910,000 gsf of space. It would include about 30,000 gsf of retail uses to provide a variety of amenities for residents and employees on the project site and in the surrounding area, and about 880 enclosed parking spaces; it would also have about 270 enclosed replacement parking spaces for the use of the U.S. Government.

Based on an employment density factor<sup>2</sup> of 350 sq. ft. per employee for retail use, the proposed retail is estimated to employ approximately 85 people. This increase in employment would be about 0.01 percent of total employment projected for San Francisco in year 2020 (731,660 employees), and it would be about 0.08 percent of projected employment growth from 2000-2020 (102,800 jobs). Based on household density factors of 1.35 persons per dwelling unit, the

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<sup>1</sup> State CEQA Guidelines, as amended January 1, 2001, Section 15126.2(d)

<sup>2</sup> City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Subsequent EIR*, Planning Department File No. 96.771E, SCH No. 97092068, Vol. IV, Appendices, Table C.7, p. C.5, certified September 17, 1998. Office Affordable Housing Production Program (OAHPP), City and County of San Francisco, *Jobs Housing Nexus Analysis*, Keyser Marston Associates, Inc. and Gabriel Roche, Inc., pp. 12-16, 18, July 1997.

proposed development would be expected to accommodate approximately 1,100 people.<sup>3</sup> The jurisdictional need of the City is 20,372 dwelling units or an average yearly need of 2,716 net new dwelling units.<sup>4</sup> The proposed development would not create substantial demand for new housing. The development's 820 residential units would more than offset housing demand from the projected employment.

Based on full build-out of the rezoning project at 201 Folsom Street and 300 Spear Street, employment would total approximately 915 people. This increase in employment would be about 0.12 percent of total employment projected for San Francisco in year 2020, and it would be about 0.9 percent of projected employment growth from 2000-2020 (102,800 jobs). The requested rezoning would be expected to house approximately 2,220 people. Development under the requested rezoning would not create substantial demand for new housing and would encourage development of more residential units to help achieve the City's jurisdictional housing need.

It is expected that some workers employed by businesses in the proposed development and in the rezoned area would want to live in San Francisco. In addition, some new jobs would be filled by individuals who already live and work in the City; those who live in the City but who were previously not employed or who worked outside the City; those who live in the surrounding communities; or by those unable to afford to reside in the City. New workers would also increase demand for housing into other parts of the Bay Area. (See Appendix A, Initial Study, pp. 16-18, for further discussion of housing demand issues.)

Direct increases in housing and employment, such as those from the proposed development and growth that would be expected to occur under the requested rezoning, could induce further growth in business and employment to provide a range of goods and services to meet the needs of the residents and employees at 201 Folsom Street and within the rezoned area. It would be speculative to quantify this growth, and new development proposals would require their own environmental review. Some of the induced growth would occur locally in San Francisco, particularly in the Rincon Hill Area and Rincon Point-South Beach Redevelopment Area. Some growth could occur elsewhere in the City and in the region. The direct and induced growth of the

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<sup>3</sup> City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Subsequent EIR*, Planning Department File No. 96.771E, SCH No. 97092068, Vol. IV, Appendices, Table C.6, p. C.6 and p. C.4, certified September 17, 1998. Office Affordable Housing Production Program (OAHPP), City and County of San Francisco, *Jobs Housing Nexus Analysis*, Keyser Marston Associates, Inc. and Gabriel Roche, Inc., p. 18, July 1997.

<sup>4</sup> In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006 allocation.

proposed development and proposed rezoning in San Francisco and the region would not exceed the growth anticipated in ABAG's regional forecasts of employment, households, and population growth. While the increase in numbers of residents and employees on the development site and elsewhere in the rezoned area, should it be developed, would be potentially noticeable to immediately adjacent neighbors, these levels are common and accepted in high-density urban areas such as San Francisco.

Since the development project would not have unusual labor requirements, construction would be expected to meet its need for labor within the regional labor market without attracting construction labor from areas beyond the region's borders.

The area proposed to be rezoned is within a developed urban area, and no expansion of municipal infrastructure would be required to serve development there.



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## **IV. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT**

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### **MITIGATION MEASURES**

In the course of project planning and design, mitigation measures have been identified that would reduce or eliminate potential environmental impacts of the project. Many of the measures have been included in the development project, others may be required by the City Planning Commission or Board of Supervisors as conditions of project approval, if the project is approved. Measures not included in the development project are listed first, below. The measures included are listed second; they include measures for noise, construction air quality, geology/ topography, water quality, hazards, and archaeological resources. These measures were discussed in the Initial Study (see Appendix A, pp. 45-51). Finally, measures that would reduce less-than-significant impacts are listed in the "Improvement Measures" section. These measures could be included as conditions of approval by decision makers.

### **MITIGATION MEASURES THAT COULD BE REQUIRED AS CONDITIONS OF APPROVAL**

#### **Transportation**

Traffic generated by the proposed development project would result in significant impacts to one nearby intersection. Because operations at this and other intersections near the development site are dictated by the operations at the Bay Bridge and freeway on-ramps, and because existing intersections cannot be widened to increase capacity without demolishing existing occupied buildings, there are no feasible mitigation measures for the intersection of Fremont and Harrison Streets. The impact would be significant and unmitigable.

Full build-out with the requested rezoning would result in significant traffic impacts at three intersections: Main and Harrison Streets, Fremont and Harrison Streets, and Second and Folsom Streets. The development project would contribute considerably to 2020 future cumulative conditions and would have a significant impact at Fremont and Harrison Streets, and Main and Harrison Streets. For the same reasons as discussed above, intersection improvements to mitigate these impacts would be infeasible. To help mitigate the development project's contribution to cumulative impacts, the following mitigation measure may be required by City decision-makers:

#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

1. The project sponsor may be requested to contribute to a new Integrated Transportation Management System (ITS) being implemented by the Department of Parking and Traffic. This program is a citywide real-time electronic transportation management system that is planned to include installation of various intelligent transportation system infrastructure components to improve traffic circulation in the City. The program is planned to monitor and manage traffic by receiving real-time information at a Traffic Management Center via closed-circuit television cameras.

Implementation of the ITS program will improve overall traffic conditions and reduce traffic congestion in the City, including in the South of Market area where the project is located. By improving overall traffic conditions and reducing traffic congestion, the ITS would facilitate circulation in the project area and thereby reduce impacts of the development project under 2020 cumulative conditions somewhat. It cannot be said with certainty, however, that implementation of the ITS program would be sufficient to reduce 2020 cumulative impacts to less-than-significant levels.

#### **MITIGATION MEASURES INCLUDED IN THE PROPOSED PROJECT**

Implementation of the following measures would reduce impacts to less-than-significant levels:

##### **Noise**

2. It is unlikely that pile driving would be required for this development project; however, should it be necessary to install pile foundations, the project sponsor shall require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions. Contractors shall be required to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor shall also require that contractors schedule pile-driving activity for times of the day that shall be consistent with the Noise Ordinance.

##### **Construction Air Quality**

3. The project sponsor shall require the contractor(s) to spray the development site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors shall require the project contractor(s) to maintain and operate construction equipment so as to minimize

#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

##### **Geology/Topography**

4. The project sponsor shall ensure that the construction contractor conducts a pre-construction survey of existing conditions and monitors any adjacent buildings for damage during construction, if recommended by the geotechnical engineer in the foundation investigations.

If dewatering is necessary, the final foundation report shall address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the foundation report shall determine whether or not a lateral movement and settlement survey shall be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the San Francisco Building Code) shall be retained by the project sponsor to perform this monitoring. Instruments shall be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge shall be used to halt this settlement. The project sponsor shall delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street shall be borne by the project sponsor.

If dewatering were necessary, the project sponsor and its contractor shall follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.

The project sponsor and its contractor shall follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems shall be modified as necessary in the event that substantial movements are detected.

##### **Water Quality**

5. The project sponsor shall ensure that groundwater from development site dewatering and stormwater runoff meets the discharge limitations of the City's Industrial Waste Ordinance by carrying out the following:

If dewatering is necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the San Francisco Public



#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

If dewatering is necessary, groundwater pumped from the development site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission to reduce the amount of sediment entering the combined sewer system.

The project sponsor shall require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.

#### Hazards

6. In addition to local, state, and federal requirements for handling hazardous materials, the project sponsor shall enter into a voluntary agreement with the San Francisco Department of Public Health to undertake the following work and any additional requirements imposed by the Department of Public Health under the agreement.

Prior to initiating any earth-moving activity at the development site, the project sponsor shall consult with the San Francisco Health Department to determine whether additional soil sampling would be necessary under Public Works Code Article 20 (the Maher Ordinance). Disposal of excavated soils shall comply with existing local, state, and federal regulations. If determined to be necessary, a Site Safety and Health Plan shall be prepared. In addition to measures that protect on-site workers, the Plan shall include measures to minimize public exposure to contaminated soils. Such measures shall include dust control, appropriate site security, restriction of public access, and posting of warning signs, and shall apply from the time of surface disruption through the completion of earthwork construction.

The project sponsor shall provide all reports and plans prepared in accordance with Mitigation Measure 6 to the San Francisco Department of Public Health and any other agencies identified by the Department of Public Health. When all hazardous materials have been removed from the development site, and soil analysis and other activities have been completed, as appropriate, the project sponsor shall submit to the San Francisco Planning Department and the Department of Public Health (and any other agencies identified by the Department of Public Health) a report stating that all hazardous materials have been removed from the development site, and describing the steps taken to comply with this mitigation measure. Any verifying documentation shall be attached to the report. The report shall be certified by a Registered Environmental Assessor or similarly qualified individual.

## Archaeological Resources

The following mitigation measure for archaeological resources has been revised and expanded since publication of the Initial Study; the approach to mitigation has not changed, but more detailed procedures have been included. The project sponsor has agreed to carry out the measure as revised.

7. Based on a reasonable presumption that archaeological resources may be present within the development site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed development project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archaeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the ERO. All plans and reports to be prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend project construction activities for up to a maximum of four weeks. At the direction of the ERO, the suspension of project activities can be extended beyond four weeks only if such a suspension is necessary and is the only feasible means to reduce to a less-than-significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sec. 15064.5 (a)(c).

*Archaeological Testing Program.* The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources, to identify any archaeological resources found, and to evaluate the significance of any archaeological resources found as an historical resource.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant determines that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, the project sponsor shall have the option to either:

#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

- A) re-design the project so as to avoid any adverse effect on the significant archaeological resource; or
- B) implement a data recovery program.

*Archaeological Monitoring Program.* If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the development project site until the ERO has, in consultation with the project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile-driving/construction activities and equipment until the resource is evaluated. If in the case of pile-driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile-driving activity may affect an archaeological resource, the pile-driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources were encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.



#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

*Archaeological Data Recovery Program.* The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit the draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes will address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed development project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

*Human Remains and Associated or Unassociated Funerary Objects.* The treatment of human remains and of associated or unassociated funerary objects discovered during any soils-disturbing development activity shall comply with applicable state and federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA

#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

Guidelines Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

*Final Archaeological Resources Report.* The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO evaluating the historical importance of the archaeological resource and describing the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s). Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

### IMPROVEMENT MEASURES

Improvement measures are actions or changes that would reduce effects of the project that were found through the environmental analysis to have less-than-significant impacts. Improvement measures identified in the EIR may be required by decision makers as conditions of project approval.

#### Wind

Though no significant wind impacts were found during the wind study analysis, there are recommendations to improve pedestrian use and sitting area comfort criteria for the development project.

Wind-sheltering elements, such as wind-tolerant landscaping, or porous structures like screens, latticework, or perforated metal, could be planted or constructed on the interior courtyard and private outdoor terraces to reduce wind impacts and improve usability of outdoor sitting and eating areas.

During the final design process, a qualified meteorologist should be consulted to reduce ground-level wind speeds as much as possible and produce a report for review by the San Francisco

#### IV. Mitigation Measures Proposed to Minimize Potential Adverse Impacts of the Project

Planning Department that could include suggested wind-reduction mitigation measures to be incorporated into the design prior to the issuance of final building permits.





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## **V. OTHER CEQA CONSIDERATIONS**

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### **A. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED**

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15126(b) of the state CEQA Guidelines, the purpose of this section is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, identified in Chapter IV, Mitigation Measures.

The findings of significant impacts are subject to final determination by the Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR.

The project includes a request to rezone most of the P (Public) District to RC-4 (Residential-Commercial Combined: High Density) District with a new Residential/Commercial subdistrict in the Rincon Hill Special Use District. Full build-out of the two development lots included in the requested rezoning would cause one intersection (Second and Brannan Streets) to worsen from LOS E to LOS F; and would cause two intersections (Fremont and Harrison Streets, and Main and Harrison Streets) to worsen from LOS D, under existing conditions, to LOS F. These would be unavoidable significant impacts.

The development project, even with mitigation, would have an unavoidable significant effect on transportation. The proposed development would cause one intersection (Fremont and Harrison Streets) to worsen from Level of Service D to E.

Cumulative effects are by their nature more speculative, because their analysis depends on a prediction of possible future environmental changes well beyond the construction of the proposed project. However, the proposed development was projected to make a considerable contribution to cumulative traffic increases at two intersections (Fremont and Harrison Streets, and Main and Harrison Streets) that would operate at LOS F under projected 2020 cumulative conditions.

**B. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE CAUSED BY THE PROPOSED PROJECT SHOULD IT BE IMPLEMENTED**

Significant irreversible environmental changes would occur in the area of transportation as discussed above, if the proposed development project were implemented.

The development project would intensify development on the site consistent with development in San Francisco's urban environment. The development project would commit future generations to the same land uses for at least the life of the project. Implementing the development project would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and automobiles during demolition, construction and ongoing use of the development site. Because the development project would comply with California Code of Regulations Title 24, it would not use energy in a wasteful, inefficient or unnecessary manner (see the discussion of Energy in the Initial Study, Appendix A). The consumption or destruction of other non-renewable or slowly renewable resources would also result during construction, occupancy, and use of the site. These resources include, but are not limited to, lumber, concrete, sand, gravel, asphalt, masonry, metals, and water. The development project would also irreversibly use water and solid waste landfill resources. However, the development project would not involve a large commitment of those resources relative to supply, nor would it consume any of those resources wastefully, inefficiently or unnecessarily.



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## **VI. ALTERNATIVES TO THE PROPOSED PROJECT**

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This chapter identifies alternatives to the proposed project and discusses the environmental effects associated with the alternatives. City and County of San Francisco decision-makers must consider approval of an alternative if that alternative would substantially lessen or avoid significant environmental impacts identified for the proposed project and that alternative is determined to be feasible. The determination of feasibility will be made by City decision-makers.

The following alternatives are discussed and evaluated in this chapter: No Project; No Traffic Impacts; Existing Height and Bulk; and Reduced Development under Requested Rezoning. Any of the alternatives could be implemented, but would require some of the same approvals as the proposed project, such as rezoning, project authorization for high-density residential development in Rincon Hill, or other requirements.

The project sponsor does not have control of other sites in San Francisco of sufficient size and in a location appropriate to the development as proposed. No alternative sites for the requested rezoning or development project have been identified within the City where the development could be constructed that would meet most of the project sponsor's objectives and where the project's significant environmental impacts would be substantially lessened or avoided.

### **A. ALTERNATIVE A: NO PROJECT**

The California Environmental Quality Act (CEQA) and the State CEQA Guidelines require a No Project Alternative be included in EIRs. The purpose of the No Project Alternative is to allow decision-makers to compare the effects of the proposed project with the effects of not approving a project. The No Project Alternative would not rezone the development site and adjacent sites in the P (Public) District nor increase the height limits. Without rezoning, the proposed development could not be approved.

#### **DESCRIPTION**

The No Project Alternative would retain the existing 270-space surface parking lot at 201 Folsom Street for the use of the U.S. Government. The development site on Assessor's Block 3746, Lot 1, the 300 Spear Street site and 345 Main Street on Assessor's Block 3745, Lots 1 and 8 (to the immediate east of the development site), would remain zoned P (Public) with no changes in height limits; therefore, no new residential or commercial development would be constructed

on any of these sites. This alternative reflects existing physical conditions on the site that are already described in the Project Description and Land Use Setting discussions on pp. 27-29 and pp. 56-61, respectively.

This alternative would not preclude future proposals for development of the site for uses permitted in the P District. Potential uses that could be developed as principal uses in the P District zoning are: (i) structures and uses of governmental agencies not subject to regulation by the Planning Code; and (ii) structures and uses of the City and County of San Francisco and of other governmental agencies subject to regulation by the Planning Code. Potential uses that could be developed with Conditional Use authorization under existing zoning are: (i) institutional uses such as social service, educational and religious uses, and child-care facilities; (ii) community facilities; (iii) open recreational and horticultural uses; (iv) utilities; and (v) temporary uses including those with a 60-day limit such as a neighborhood carnival; an exhibition, celebration or festival; a booth for charitable, patriotic or welfare purposes; and those with a one- or two-year limit such as temporary structures and uses incidental to the construction of buildings on the same or adjacent sites.

## IMPACTS

If existing physical conditions at the development site were to continue for the foreseeable future, none of the impacts associated with the project would occur. The environmental characteristics of this alternative would be generally as described in the environmental setting sections of Chapter III. Land use, urban design and visual quality, and shadow and wind conditions would not change. The development site would continue to be used for parking. Views of the development site from the Bay Bridge and the sidewalk on the east side of the waterfront promenade would not change.

No project-generated traffic would be added to nearby streets. The project would not contribute to cumulative transportation impacts on freeways and freeway ramps and at intersections near the project site. By 2020 without the project, cumulative growth at other locations in and near downtown would create substantial increases in commute travel, causing significant transportation impacts similar to those described in Section III.C, Transportation, but without the increment of the cumulative effect caused by the development or the proposed 300 Spear Street. Other impacts identified for the project would not occur if the No Project Alternative were implemented.

Some of the uses proposed for the development site might be constructed elsewhere in San Francisco, including residential, retail or office uses, if the demand for these uses exists elsewhere in the City. Development of these uses at other sites would result in project-level or cumulative impacts. The nature and extent of any potential impacts cannot be reliably assessed without the identification of the amounts and sites to be developed. The combination of high-density residential development with retail uses proposed in the development is not likely to be constructed elsewhere in San Francisco, based on limited numbers of relatively large, undeveloped sites in the City that would permit high-density residential buildings.

With this alternative, future development of the 201 Folsom Street site and the 300 Spear Street site for uses permitted in the P (Public) District is possible. No such proposal is at hand; therefore any detail about type of use or building, if future development were to occur under the existing zoning, would be speculative. No new housing would be produced. Views would change but the type of change could not be identified until a specific proposal is received. Shadows would be shorter than those from the proposed development, because height limits would remain at 200 and 150 feet. The development could create additional traffic depending on the nature of the proposal; some uses such as utilities generally do not result in large numbers of person trips, but others such as government office buildings could generate more p.m. peak hour person trips and vehicle trips. Air emissions would be proportional to the amount of traffic generated on the development site and proposed 300 Spear Street site, plus any emissions from diesel generators or other stationary equipment.

## **B. ALTERNATIVE B: NO TRAFFIC IMPACTS**

### **DESCRIPTION**

Alternative B would involve a change in zoning from P to RC-4 on the development site, as requested for the proposed development project, but would not include a change in existing height and bulk limits. The existing Rincon Hill SUD controls would remain in effect, and the project site would remain in the Residential subdistrict. No rezoning of other lots would be requested. Alternative C would develop a substantially smaller building on the 201 Folsom Street site, including about 260 residential units, 30,000 gsf of ground-floor retail, and about 310 parking spaces for the residential and retail uses in two subsurface levels. About 270 replacement parking spaces for use of the U.S. Government would be provided on two levels in the building base.



The development in Alternative B would include a three-level base in one or two buildings, and two towers with 120 to 140 residential units in each tower. The building base would include retail space, residential lobbies, three loading docks, and access to the subsurface parking levels on the first level, and replacement parking on the second and third levels. There would be no dwelling units in the base. Alternative B would include the same amount of retail space as the proposed development. It would have 560 fewer dwelling units and 560 fewer parking spaces. The 15- and 17-story residential towers would be substantially shorter than the proposed development project.

## IMPACTS

Alternative B would replace the existing parking lot on the site with residential and retail uses. It would include less floor area, and a much smaller building envelope than would the proposed development. Overall, land uses would change in a manner similar to that described for the proposed development; the change would result in lower density and lower intensity than proposed by the development project.

This alternative's 15-to 17-story towers and three-level base would result in different visual and urban design effects. Unlike the proposed development project, this alternative's shorter towers would generally conform to the pattern of heights at this southern periphery of the downtown high-rise urban form when viewed from a distance. When viewed from surrounding streets this alternative would not conform to the five- to-eight-story streetwall height established by surrounding buildings. With a three-story base, Alternative B would have less continuity with nearby buildings than would the proposed development project.

Alternative B would reduce trip generation by about 50 percent, generating substantially fewer person-trips than the proposed development project. About 115 p.m. peak hour vehicle trips would be generated by the uses in this alternative, about 149 fewer than would be generated by the proposed development project. The intersection at Fremont and Harrison Streets would continue to operate at LOS D, and would not worsen to LOS E as with the proposed development project. There would be no significant contribution to cumulative traffic impacts at the intersections of Fremont and Harrison Streets and Main and Harrison Streets with the No Traffic Impacts Alternative. Thus, Alternative B would eliminate significant traffic impacts caused by the proposed development project. As with the proposed development project, Alternative B would not cause significant impacts to transit systems, pedestrian or bicycle conditions.

Alternative B would not cause significant air quality impacts, the same result as with the proposed development project.

Alternative B would create less shadow on nearby sidewalks and open space than the proposed development. The total length of shadows created by towers in Alternative B would be reduced in proportion to their reduction in height. The three-story building base would create proportionally less shadow on nearby sidewalks, particularly those on Folsom and Main Streets. Alternative B would create less shadow on nearby open space. Shadows from Alternative B would not reach Rincon Park. In the late morning around the winter solstice, shadows from the shorter towers would reach the open space at 221 Main Street, shading its southernmost portion. The towers would not create any net new shadow on Hills Plaza.

Alternative B would be unlikely to cause greater ground-level wind speeds than the proposed development. Winds would be expected to increase over existing conditions, possibly to a lesser extent, as the height of the base building and towers would be reduced from that of the proposed development project.

Residents and employees in Alternative B would generate a demand for goods and services in the vicinity, but in substantially smaller amounts than with the proposed development and rezoning project. No growth would be induced at the 300 Spear Street site.

This alternative would be the environmentally superior alternative because it would reduce traffic impacts caused by the proposed development project to less-than-significant levels.

## **C. ALTERNATIVE C: EXISTING HEIGHT AND BULK CONTROLS**

### **DESCRIPTION**

Alternative C would include a change in zoning from P to RC-4 for the development site. The development site would remain in the Residential subdistrict of the Rincon Hill SUD, and the existing height and bulk districts would remain. Rezoning of other lots would not be requested. Shorter towers on the development site would be constructed in conformity with existing height and bulk limits and tower separation requirements. This alternative would include the same land uses as the proposed development at a reduced level. Commercial uses would be provided in proportion to the amount of residential space, as permitted in the Rincon Hill Special Use District, Residential subarea. Accordingly, this alternative would include smaller amounts of commercial space and fewer residential units than the proposed development project. One parking space would be provided for each residential unit, as for the proposed development project, and one space would be provided for each 1,500 sq. ft. of commercial space as permitted

in the Residential subdistrict. This alternative would include replacement parking for U.S. Government, as is proposed for the project.

Alternative C proposes development on the 201 Folsom Street site of approximately 839,300 gsf that would consist of about 385 residential units (approximately 560,700 gsf) and about 41,000 gsf of retail space. There would be four loading spaces on the ground level (approximately 10,700 gsf) and about 410 parking spaces in three levels of underground parking (approximately 226,900 gsf) to serve the project uses; replacement parking for use of the U.S. Government would be provided on two additional subsurface levels. (See Figure 35: Alternative C Site Plan.) Two residential towers, identified as the Main Street Tower and the Beale Street Tower, would rise 16 stories above a 50-foot-tall, four-story building base to total heights of 200 feet above the ground level. (See Figure 36: Alternative C Building Section.) The building base would occupy about 80 percent of the development site (a floor plate of about 60,500 sq. ft.) and enclose an interior courtyard of approximately 8,250 sq. ft. This alternative would contain about 435 fewer units than the proposed development, and have about 11,000 gsf more retail space and about 470 fewer parking spaces.

Structurally, both towers would consist of four tiers. (See Figure 36: Alternative C Building Section.) The first tier of each tower would occupy six levels from the 5<sup>th</sup> to the 10<sup>th</sup> floor and have floor plates of about 19,350 sq. ft. and 18,500 sq. ft., respectively. The second tier of each tower would occupy three levels from the 11<sup>th</sup> to the 13<sup>th</sup> floor and have floor plates of about 8,450 sq. ft. each. The third tier of both towers would occupy three levels from the 14<sup>th</sup> to the 16<sup>th</sup> floor and have floor plates of about 7,175 sq. ft. each, and the fourth tier of both towers would occupy the top four levels from the 17<sup>th</sup> to the 20<sup>th</sup> floor and have floor plates of about 6,100 sq. ft. each. Towers would be situated in the 200-R Height and Bulk District; they would be north of the 150-foot height limit that covers approximately the southern one-third of the development site.

## IMPACTS

Alternative C would replace the existing parking lot on the site with residential and commercial uses. The alternative would include less floor area and have 435 fewer residential units than would the proposed development. Development potential on the 300 Spear Street site would remain unchanged because the existing P (Public) zoning would remain for that lot. Overall, land uses would change in a similar manner as described for the proposed development, but the change would result in comparatively lower density and lower intensity than with the development project.





SOURCE Heller • Manus and Turnstone Consulting

201 FOLSOM STREET

2000 10/3E

FIGURE 3.5: ALTERNATIVE C SITE PLAN

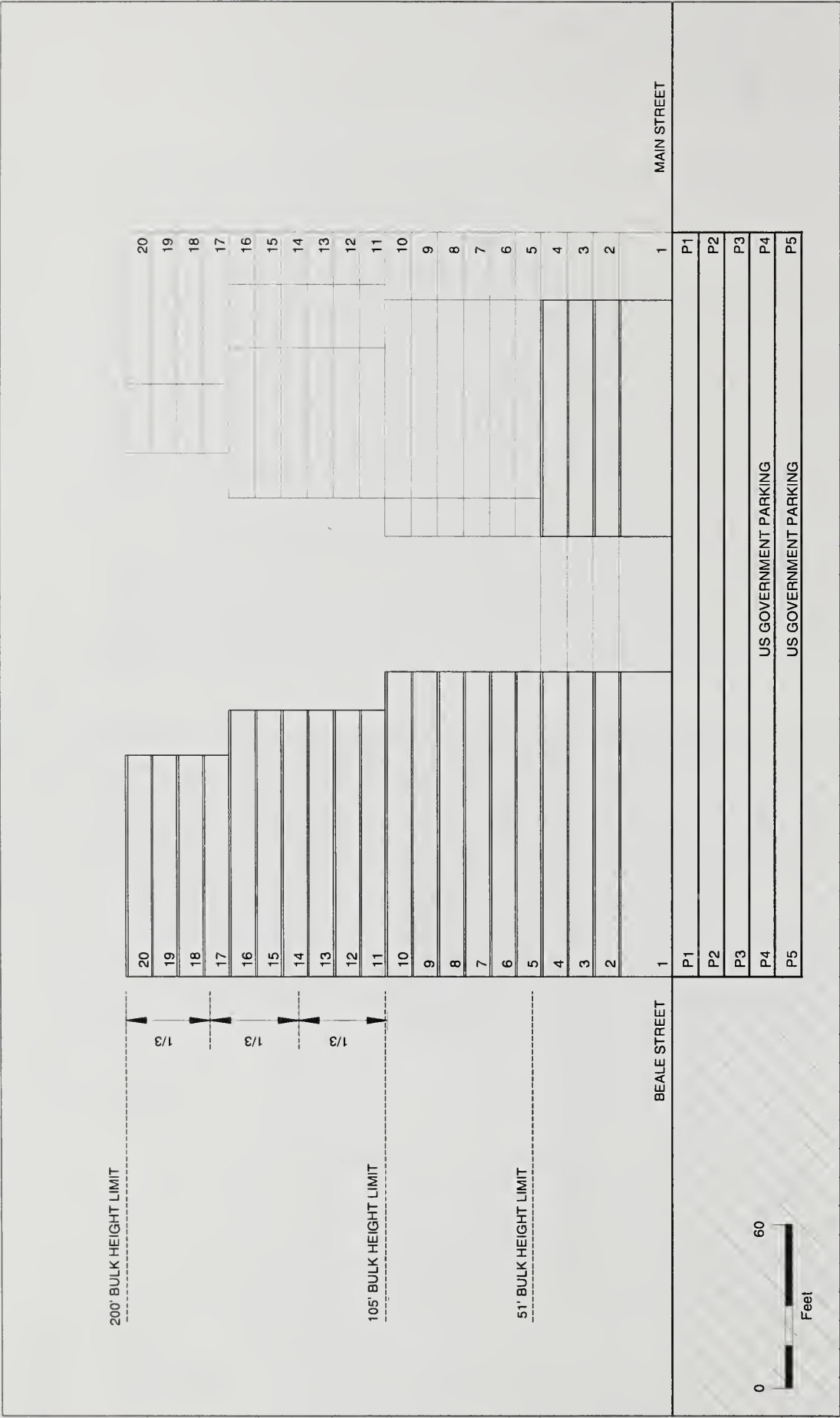


FIGURE 36: ALTERNATIVE C BUILDING SECTION

This alternative's proposed 16-story towers above a four-story building base would result in substantially different visual and urban design effects. It would appear considerably less dense because it would have two 250-foot-tall towers instead of one 350-foot-tall tower and one 400-foot-tall tower, as proposed with the development project. Unlike the proposed development project, this alternative's comparatively lower heights would conform to the pattern of heights of nearby mixed-use/residential buildings in the Rincon Hill area at this southern periphery of the downtown high-rise urban form, such as the 19-story Avalon Towers to the west and the 18-story Hills Plaza across Spear Street.

Alternative C would generate fewer daily and p.m. peak hour person trips to and from the development site. This alternative would generate about 9,520 daily person trips, about 2,370 fewer than the proposed development, and about 1,135 p.m. peak hour person trips, about 512 fewer than the proposed development. Alternative C would generate about 165 vehicle trips and about 265 transit trips in the p.m. peak hour. This would be a reduction of about 100 vehicle trips and about 195 transit trips in the p.m. peak hour compared to the proposed development.

With approximately 35 percent fewer vehicle trips during the p.m. peak hour, Alternative C would generate less traffic and therefore less delay at nearby intersections, but would continue to cause the intersection at Main and Harrison Streets to worsen from LOS D to LOS E. Alternative C would contribute about 35 percent less traffic to future growth at nearby intersections under 2020 cumulative conditions, and thus would not contribute to significant cumulative traffic impacts at either Fremont and Harrison Streets or Main and Harrison Streets, unlike the proposed development.

Alternative C would result in a smaller parking shortfall, compared with the proposed development. As with the development, this alternative would replace the existing U.S. Government parking spaces, and would provide 410 parking spaces to meet Parking Code requirements. There would be a shortfall of up to 175 spaces from the residential and retail uses. The parking shortfall would be smaller than that for the proposed development by up to 80 spaces, but would increase off-street parking occupancy over the existing 92 percent, with a result similar to that described for the development.

The proposed development would not cause significant impacts to transit, pedestrian or bicycle conditions. With a reduction in p.m. peak hour person-trips of about 35 percent, Alternative C also would not cause significant impacts on these other transportation systems.

Air quality emissions would be about 25 percent less than with the proposed development, and, as with the development project, would result in no significant environmental impacts.



Alternative C would create less shadow on nearby sidewalks and open space than the proposed development. The total length of shadows created by the Beale Street and Main Street towers would be reduced in proportion to their reduction in height under Alternative C (by 50 percent and 43 percent, respectively). A reduced building base would also create proportionally less shadow on nearby sidewalks, particularly those on Folsom and Main Streets. Shadows from Alternative C would not reach Rincon Park. In the late morning around the winter solstice, shadows from the reduced towers would reach the open space at 221 Main Street, but shading its southernmost portion. The reduced towers would not create any net new shadow on Hills Plaza.

Alternative C would be unlikely to cause greater ground-level wind speeds than the proposed development. As with Alternative B, winds would be expected to increase over existing conditions, possibly to a lesser extent, as the height of the base building and towers is reduced from that of the proposed development.

Residents and employees in Alternative C would create demand for goods and services in the vicinity, but this demand would be much reduced compared to that of the development project. No growth would be included on the site of the 300 Spear Street parking lot because the P (Public) District would remain unchanged at that location.

## **D. ALTERNATIVE D: REDUCED DEVELOPMENT UNDER REQUESTED REZONING**

### **DESCRIPTION**

Alternative D would include the same rezoning provisions for the same three lots on two blocks as requested by the proposed project; a provision would be added that would allow for an increased tower height to 450 feet and larger floor plates when a single tower is proposed on a large site where two towers would otherwise be permitted. The land use district would be changed from P to RC-4. This alternative would contain about 30,000 gsf of retail space, a residential lobby, parking access and a loading area at the ground level. (See Figure 37: Alternative D Site Plan.) About 520 residential units would be in one 450-foot-tall tower located near the center of the site fronting Folsom Street. There would be about 580 parking spaces to serve the development uses in three below-grade parking levels and one level in the building base. Replacement parking for use of the U.S. Government would be provided on two levels in the building base. (See Figure 38: Alternative D Building Section.) Vehicular access would be as in the proposed development project. A terrace would provide public open space at the fifth

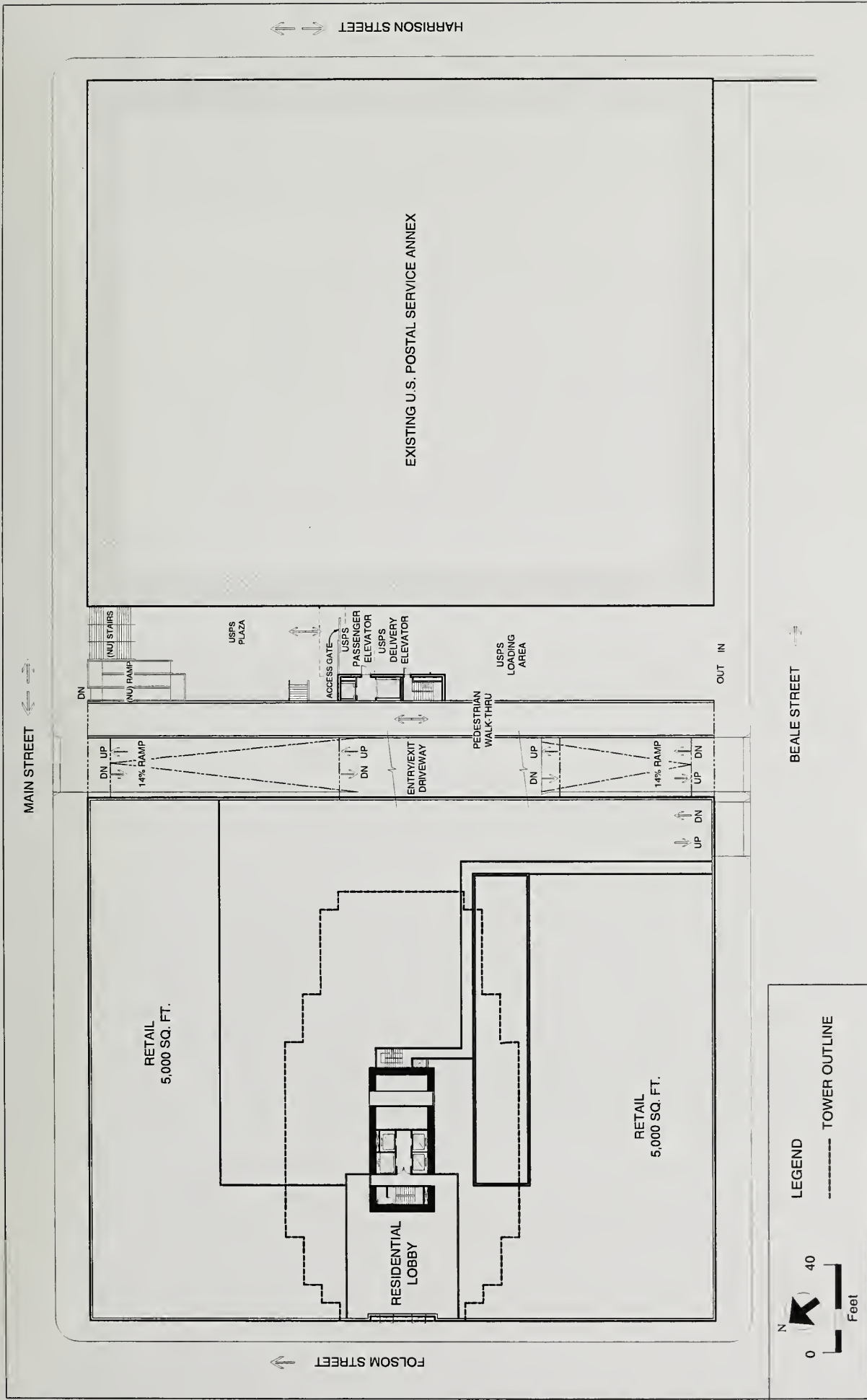
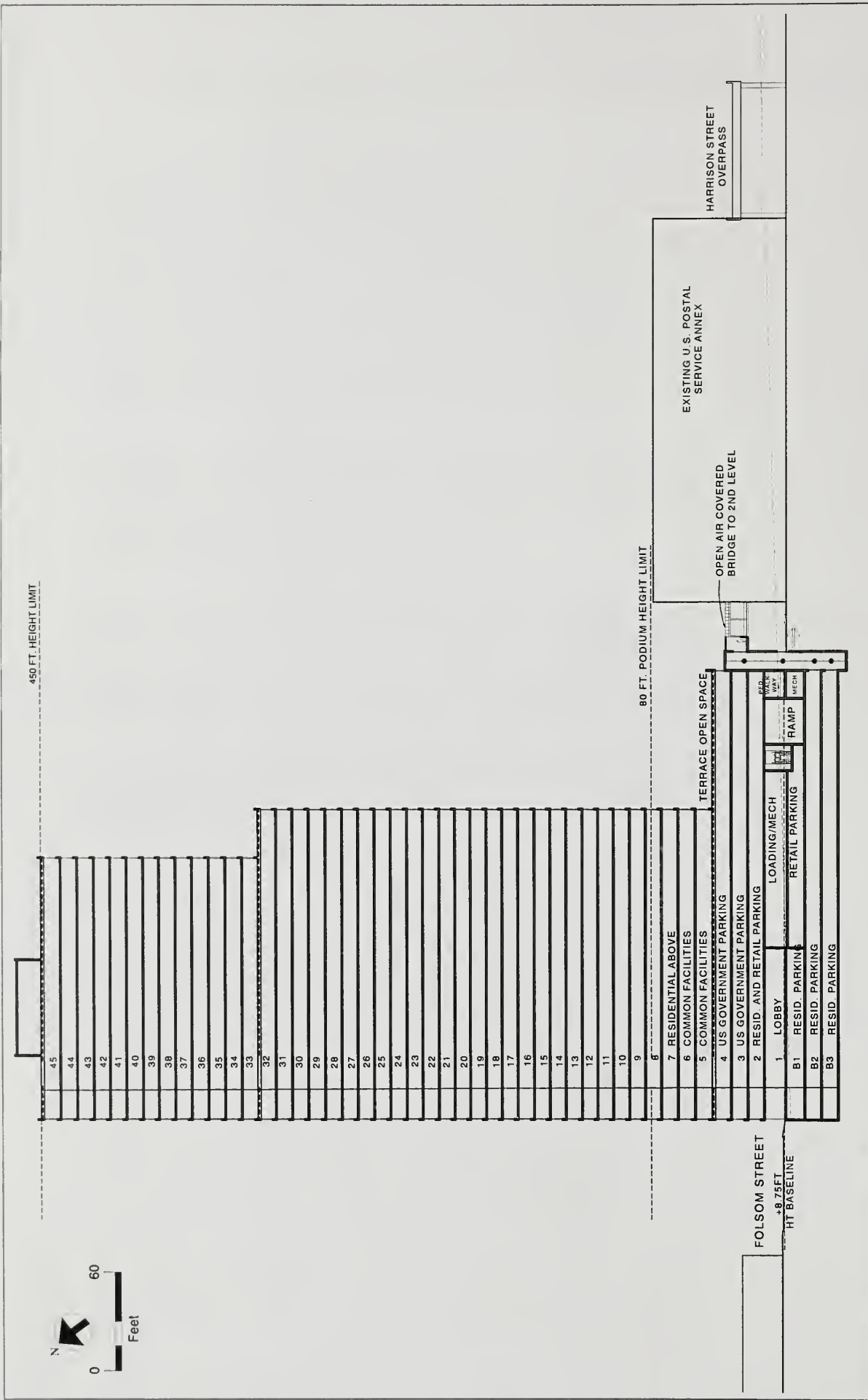


FIGURE 37: ALTERNATIVE D SITE PLAN

SOURCE: Heller • Manus and Turnstone Consulting

201 FOLSOM STREET

2000 1073E



SOURCE: Heller • Manus and Turnstone Consulting

201 FOLSOM STREET

2000.1073E

FIGURE 38: ALTERNATIVE D BUILDING SECTION



level. A pedestrian walkway toward the rear of the property would connect Main and Beale Streets, as with the proposed development.

The development in Alternative D would include a four-story building base built to the property lines and a tower substantially set back from Main and Beale Streets and the rear property line. The tower would rise from the 5<sup>th</sup> to the 45<sup>th</sup> level above the Folsom Street frontage to a total height of 450 feet. The ground floor would contain double-height retail space and the second to fourth floors would be occupied by parking. The tower would have residential units and common facilities. This alternative would contain about 300 fewer residential units than the proposed development, the same amount of retail space and about 300 fewer parking spaces. There would be no residential units in the building base, unlike the proposed development project. The residential tower would be 50 feet taller than the proposed 400-foot Beale Street tower in the development project.

### IMPACTS

Alternative D would replace the existing parking lot on the site with residential and retail uses. It would have 300 fewer residential units, the same amount of retail space, and about 300 fewer parking spaces than would the proposed development. Compared to the proposed development, this alternative would include less floor area. Overall, land use would change in a manner similar to that described for the proposed development, but the change would result in lower density and lower intensity. This alternative's development would be taller but would appear less bulky.

Alternative D would have visual impacts similar to the proposed development project when viewed from a distance. The single, taller, 450-foot tower would step up from the 350-foot and 400-foot-tall towers proposed at 300 Spear Street. Together with the proposed 300 Spear Street development project, it would appear as a cluster of highrises at the periphery of the downtown high-rise urban form. When viewed from surrounding streets, this alternative would have a different visual effect than would the proposed development project. It would appear considerably less dense because it would have a single tower above the building base instead of two towers proposed by the development project. This alternative would not conform to the five- to eight-story streetwall height established by surrounding buildings. Without such a streetwall presence, Alternative D would have less continuity with nearby buildings than would the proposed development. Without a substantial podium base to mediate between Folsom Street and the tower, the scale of the tower would be exposed and accentuated for pedestrians.

## VI. Alternatives to the Proposed Project

Alternative D would generate about 37 percent fewer p.m. peak hour person trips than the proposed development project. About 185 vehicle trips would be generated, about 80 fewer than the proposed development project. This reduction would not be sufficient to reduce traffic impacts identified for the proposed development project to less-than-significant levels.

Therefore, Alternative D would continue to cause unacceptable LOS E conditions at Fremont and Harrison Streets, and development would continue to contribute to cumulative traffic impacts at the intersections of Fremont and Harrison Streets and Main and Harrison Streets. As with the proposed development project, Alternative D would not cause significant impacts to transit systems, pedestrians or bicycles.

Alternative D would generate fewer vehicle trips than the proposed development project, and therefore would have the same less-than-significant air quality impacts.

Alternative D proposes a single tower, which would cast shadow on nearby sidewalks and open space for a shorter duration than would the proposed two-tower development. The total length of shadow created by the single tower would be increased in proportion to the increase in height. A reduced building base under Alternative D would create proportionally less shadow on nearby sidewalks, particularly those on Folsom and Main Streets.

Alternative D would reach Rincon Park in the afternoon hours of the fall and winter months. As with the proposed development project, in the late morning around the winter solstice, shadows from Alternative D would reach the open space at 221 Main Street, shading its southernmost portion. The Alternative D tower would not create any net new shadow on Hills Plaza.

Wind speed conditions in Alternative D would be expected to increase over existing wind speeds.

Residents and employees in Alternative D would generate a demand for goods and services in the vicinity, but in smaller amounts compared with the proposed development project. Because the maximum development allowable on the 300 Spear Street site would be the same as with the requested rezoning, the potential for growth at that site would be the same.

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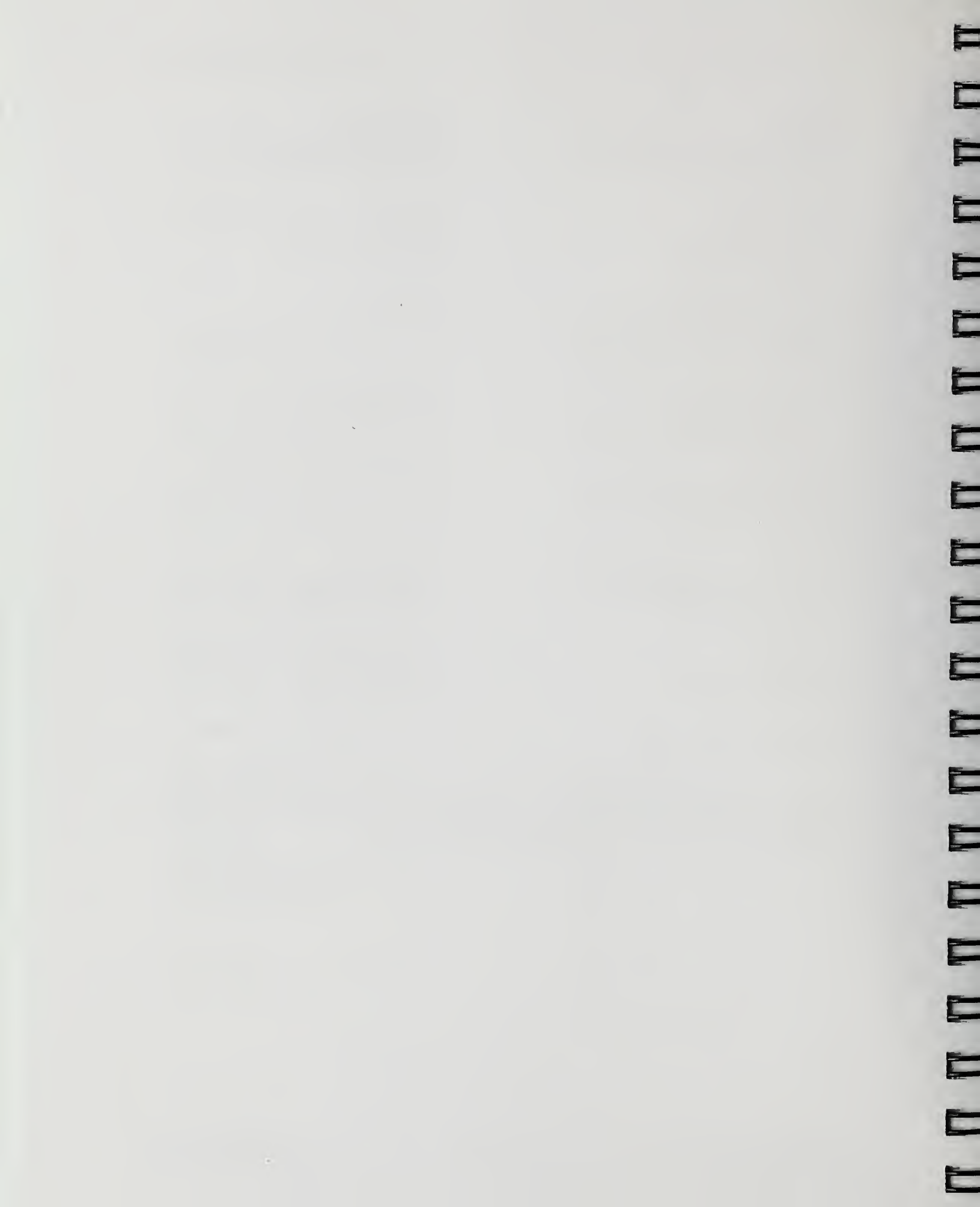
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### Nearby Property Owners

Property owners and occupants in the project vicinity, approximately 1,000 addresses, were sent Notices of Availability of the DRAFT EIR. A complete copy of this distribution list is available within the docket in the Planning Department at 1660 Mission Street.



---

## VIII. AUTHORS AND PERSONS CONSULTED

---

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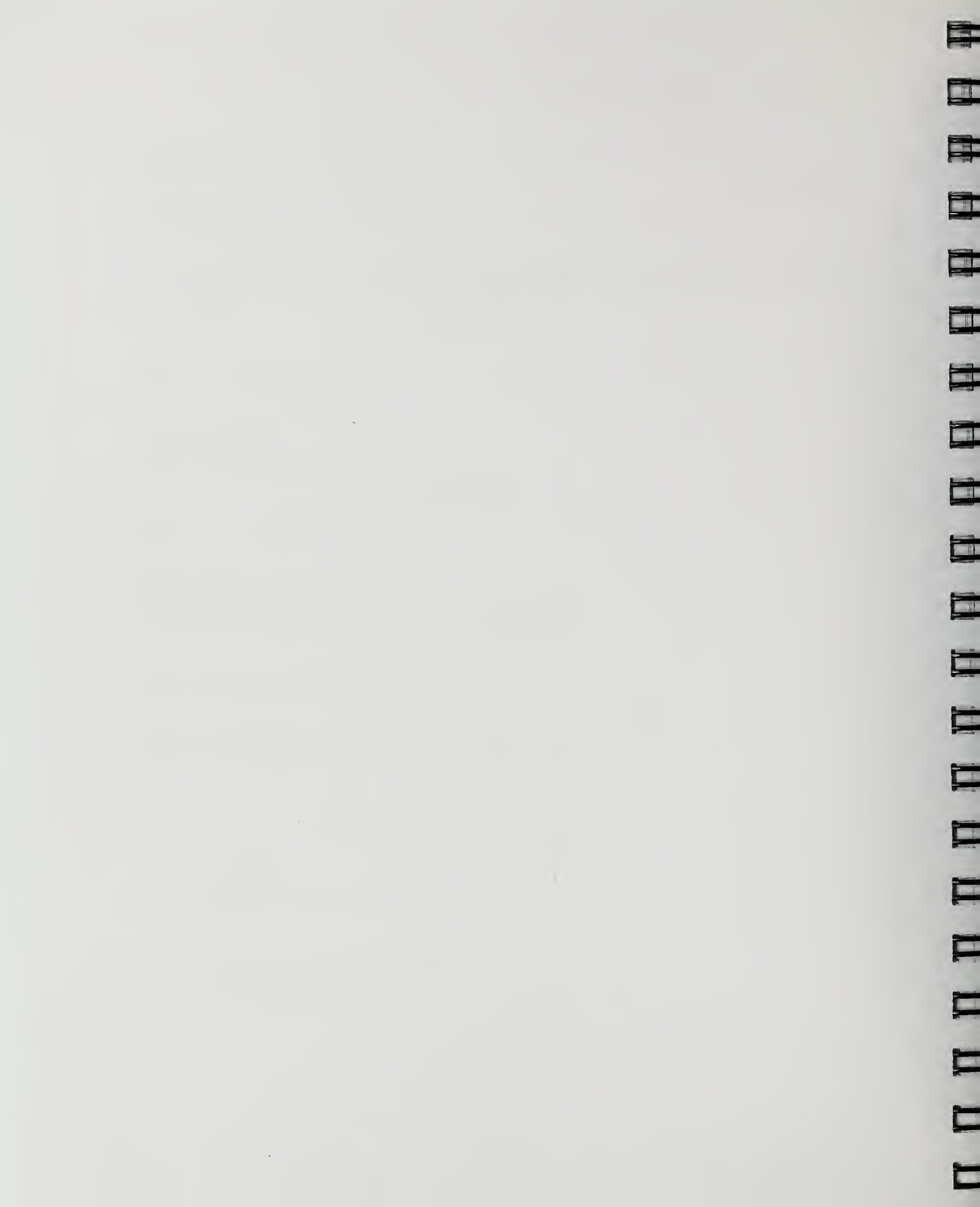
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---

## **APPENDIX A**

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### **NOTICE OF PREPARATION AND INITIAL STUDY**







# PLANNING DEPARTMENT

City and County of San Francisco 1660 Mission Street, Suite 500 San Francisco, CA 94103-2414

(415) 558-6378

PLANNING COMMISSION  
FAX: 558-6409

ADMINISTRATION  
FAX: 558-6426

CURRENT PLANNING / ZONING  
FAX: 558-6409

LONG RANGE PLANNING  
FAX: 558-6426

July 20, 2001

**TO:** Responsible Agencies, Trustee Agencies, and Interested Parties

**FROM:** Paul Maltzer, Environmental Review Officer

**RE:** Notice of Preparation of a Draft Environmental Impact Report

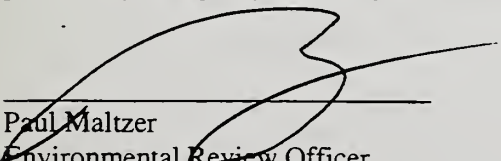
The City and County of San Francisco Planning Department is the Lead Agency and will prepare an Environmental Impact Report for the following project:

**2000.1073E: 201 Folsom Street:** The proposed project is a residential development of 1,130,000 gross square feet (gsf), consisting of 820 dwelling units (1,100,000 gsf), about 30,000 gsf of retail and approximately 880 underground parking spaces for the residential and retail uses. Also a part of the proposed project is an additional 270 above-grade enclosed replacement parking spaces for the use of the Postal Service Annex. The site is located on Assessor's Block 3746, Lot 1, which is the northern half of the block that is situated between Folsom, Harrison, Main and Beale Streets. Two residential towers, 25 and 29 stories (350-feet and 400-feet tall respectively) would rise above an eight-story, 80-foot tall building base that would cover the entire lot. The project would require a subdivision of Lot 1 to separate the project site from the Postal Service Annex. The project site would also need to be rezoned from P (Public) with height limits of 150 and 200 feet to RC-4 (Residential/Commercial High-Density) with a 400-foot height limit. In addition, a Planning Code text amendment for the creation of a new Residential-Commercial sub-district under the Rincon Hill Special Use District Overlay and an amendment to the Rincon Hill Plan, a part of the San Francisco General Plan, would be needed. These amendments would be in conjunction with the proposed project at 300 Spear Street that also requires rezoning and would include Lot 8 in Assessor's Block 3745, the remaining site in the existing P district that is privately owned.

The Notice of Preparation of a Draft Environmental Impact Report (EIR) and Notice that an EIR is Determined to be Required for the above-referenced project are being sent to you because you have expressed an interest in the proposed project, or because you have been identified by the Planning Department as potentially having an interest in the project. Notice of publication of these documents will be printed in a newspaper of general circulation on the day following the date of these Notices. As stated in these Notices, the Planning Department has determined that pursuant to the California Environmental Quality Act (CEQA) an EIR must be prepared prior to any final decision regarding the project.

We need to know the views of your agency as to the scope and content of the environmental information which is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project.

Written comments on the scope of the EIR will be accepted until the close of business on August 22, 2001. Written comments should be sent to: Paul Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Ste. 500, San Francisco, CA 94103. Please include the name of a contact person in your agency. Thank you.

  
Paul Maltzer  
Environmental Review Officer

July 20, 2001  
Date



# PLANNING DEPARTMENT

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## NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT (EIR) IS DETERMINED TO BE REQUIRED

---

**Date of this Notice:** July 21, 2001

---

---

**Lead Agency:** Planning Department, City and County of San Francisco  
1660 Mission Street - 5th Floor, San Francisco, CA 94103-2414

---

**Agency Contact Person:** Benjamin Helber, AICP

**Telephone:** (415) 558-5968

---

**Project Title:** 2000.1073E - 201 Folsom Street Project

**Project Sponsor:** Tishman Speyer Properties

**Project Contact Person:** Carl Shannon, (415) 536-1850

---

**Project Address:** 201 Folsom Street **Assessor's Block(s) and Lot(s):** Northern half of Block 3746, Lot 1  
**City and County:** San Francisco


---

**Project Description:** The proposed project is a residential development of 1,130,000 gross square feet (gsf), consisting of 820 dwelling units (1,100,000 gsf), about 30,000 gsf of retail and approximately 880 underground parking spaces for the residential and retail uses. Also a part of the proposed project is an additional 270 above-grade enclosed replacement parking spaces for the use of the Postal Service Annex. The site is located on Assessor's Block 3746, Lot 1, which is the northern half of the block that is situated between Folsom, Harrison, Main and Beale Streets. Two residential towers, 25 and 29 stories (350-feet and 400-feet tall respectively) would rise above an eight-story, 80-foot tall building base that would cover the entire lot. The project would require a subdivision of Lot 1 to separate the project site from the Postal Service Annex. The project site would also need to be rezoned from P (Public) with height limits of 150 and 200 feet to RC-4 (Residential/Commercial High-Density) with a 400-foot height limit. In addition, a Planning Code text amendment for the creation of a new Residential-Commercial sub-district under the Rincon Hill Special Use District Overlay and an amendment to the Rincon Hill Plan, a part of the San Francisco General Plan, would be needed. These amendments would be in conjunction with the proposed project at 300 Spear Street that also requires rezoning and would include Lot 8 in Assessor's Block 3745, the remaining site in the existing P district that is privately owned.

---

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

---

  
Paul Maltzer  
Environmental Review Officer  
Planning Department



**INITIAL STUDY**  
**2000.1073E**  
Residential Development at 201 Folsom Street.

**PROJECT DESCRIPTION**

The proposed project is a residential development of 1,130,000 gross square feet (gsf), consisting of 820 dwelling units (1,100,000 gsf), about 30,000 gsf of retail and approximately 880 underground parking spaces for the residential and retail uses. Also a part of the proposed project is an additional 270 above-grade enclosed replacement parking spaces for the use of the Postal Service Annex. The site is located on Assessor's Block 3746, Lot 1, which is the northern half of the block that is situated between Folsom, Harrison, Main and Beale Streets. Two residential towers, 25 and 29 stories (350-feet and 400-feet tall respectively) would rise above an eight-story, 80-foot tall building base that would cover the entire lot. The project would require a subdivision of Lot 1 to separate the project site from the Postal Service Annex. The project site would also need to be rezoned from P (Public) with height limits of 150 and 200 feet to RC-4 (Residential/Commercial High-Density) with a 400-foot height limit. In addition, a Planning Code text amendment for the creation of a new Residential-Commercial sub-district under the Rincon Hill Special Use District Overlay and an amendment to the Rincon Hill Plan, a part of the San Francisco General Plan, would be needed. These amendments would be in conjunction with the proposed project at 300 Spear Street that also requires rezoning and would include Lot 8 in Assessor's Block 3745, the remaining site in the existing P district that is privately owned.

**Project Location**

The 201 Folsom Street project site is currently a 275-foot by 275-foot surface parking lot and occupies a total land area of approximately 1.7 acres or 75,625 sq.ft. It is located on the south side of Folsom Street between Beale and Main Streets, and encompasses the northern half of the



block bounded by Folsom, Main, Beale and Harrison Streets. (See Figure 1, Project Location.) The site is relatively flat and slopes gradually up toward Harrison and Beale Streets. The adjacent eight-story USPS Annex building (at 390 Main Street) occupies all of the southern half of the block. City streets south of and including Market Street are oriented northwest to southeast (e.g., First, Beale and Main Street) and northeast to southwest (e.g., Folsom, Harrison and Bryant Streets). To simplify the discussion of these streets, the convention of calling northwest-to-southeast streets “north-south” and calling northeast-to-southwest streets “east-west” is used in this document.

The project site is zoned P (Public Use); it is in the Rincon Hill Special Use District, and in the 150-R and 200-R Height and Bulk Districts.

The project site is three blocks (about 520 feet) west of San Francisco Bay near The Embarcadero. The anchorage of the San Francisco-Oakland Bay Bridge is one block south of the project site. The site is in the southeastern portion of Downtown San Francisco with the San Francisco Transbay Terminal to the north, Hills Plaza and The Embarcadero to the east, and the South of Market neighborhood to the west and south. The Rincon Point-South Beach Redevelopment Area is two blocks northeast of the site and one block southwest of the site. The proposed Transbay Redevelopment Project Area is directly north of Folsom Street.

One block east of the project site there is a surface parking lot (at 300 Spear Street), the AboveNet building (at 160 Harrison Street) and the Telecom Center I (at 100 Harrison Street) between Main and Spear Streets. The 300 Spear Street parking lot is proposed as a site for a mixed-use development with highrise residential towers, similar to the proposed project at 201 Folsom Street. Land use in the immediate vicinity of the proposed project is a mix of commercial (office and retail), residential, and parking uses. Office above ground-floor retail is the predominant use to the north and east of the site, and residential above ground-floor retail/office is the predominant use to the south and west of the site.

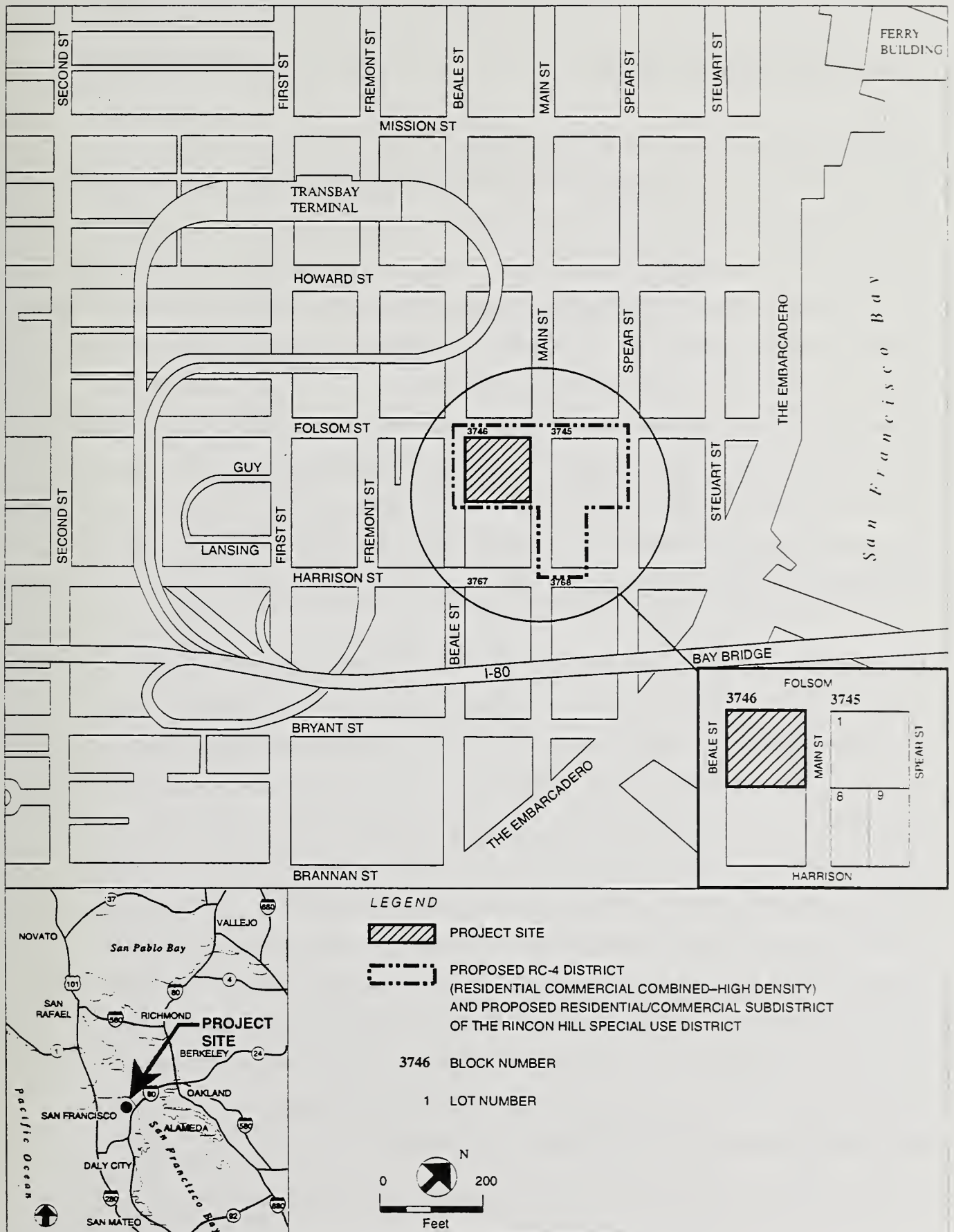


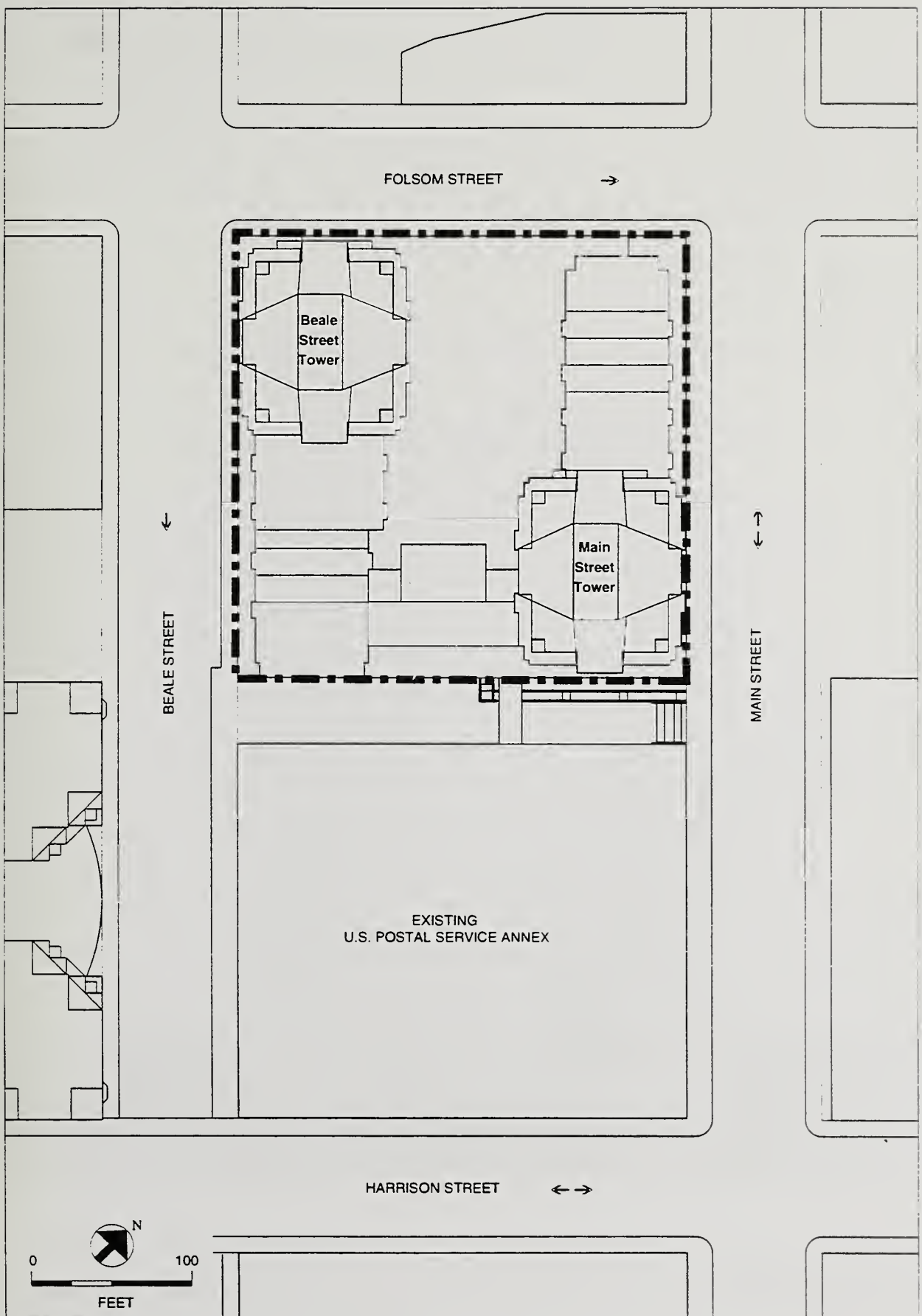
FIGURE 1: 201 FOLSOM STREET PROJECT LOCATION

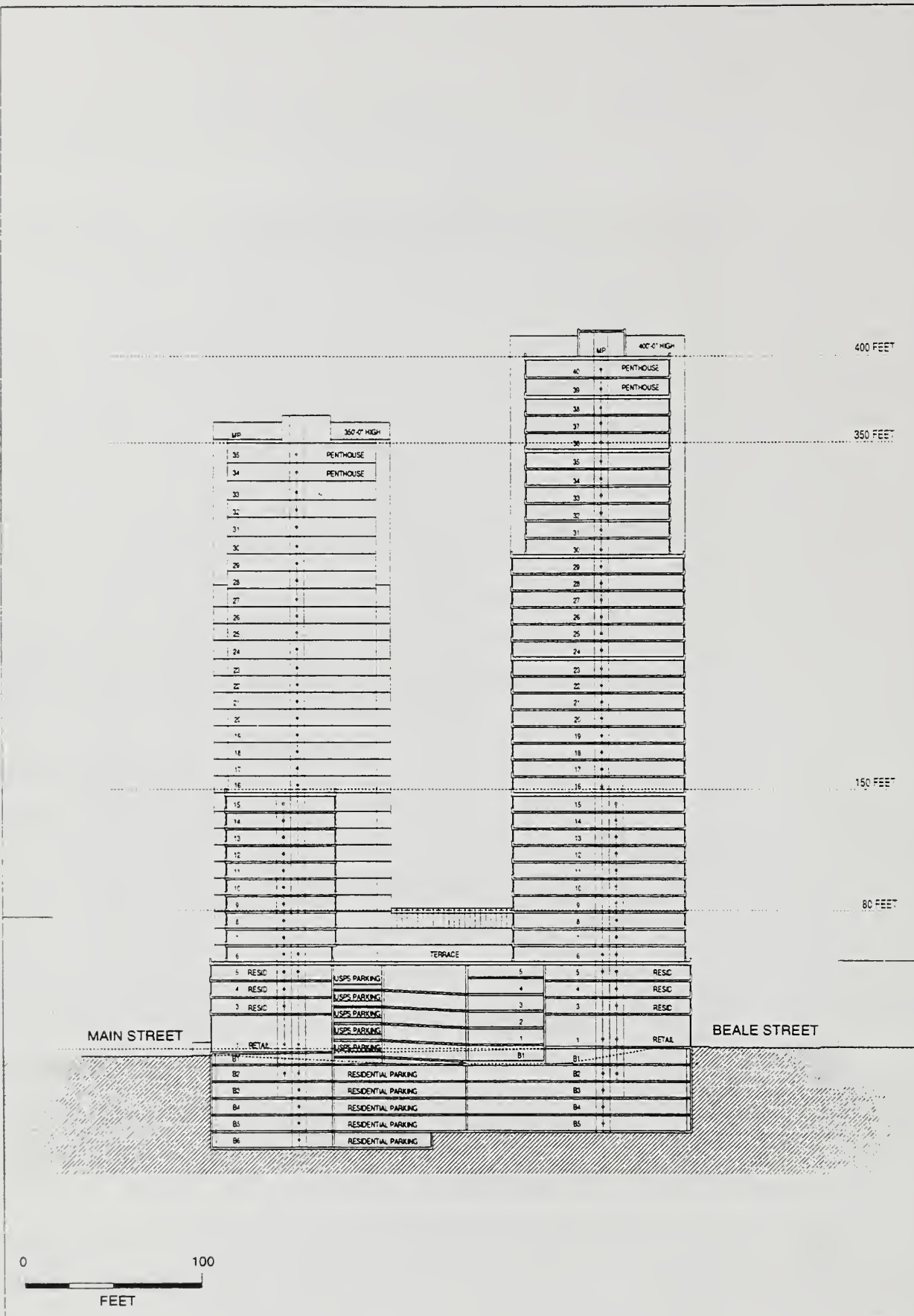
## **Proposed Residential Development**

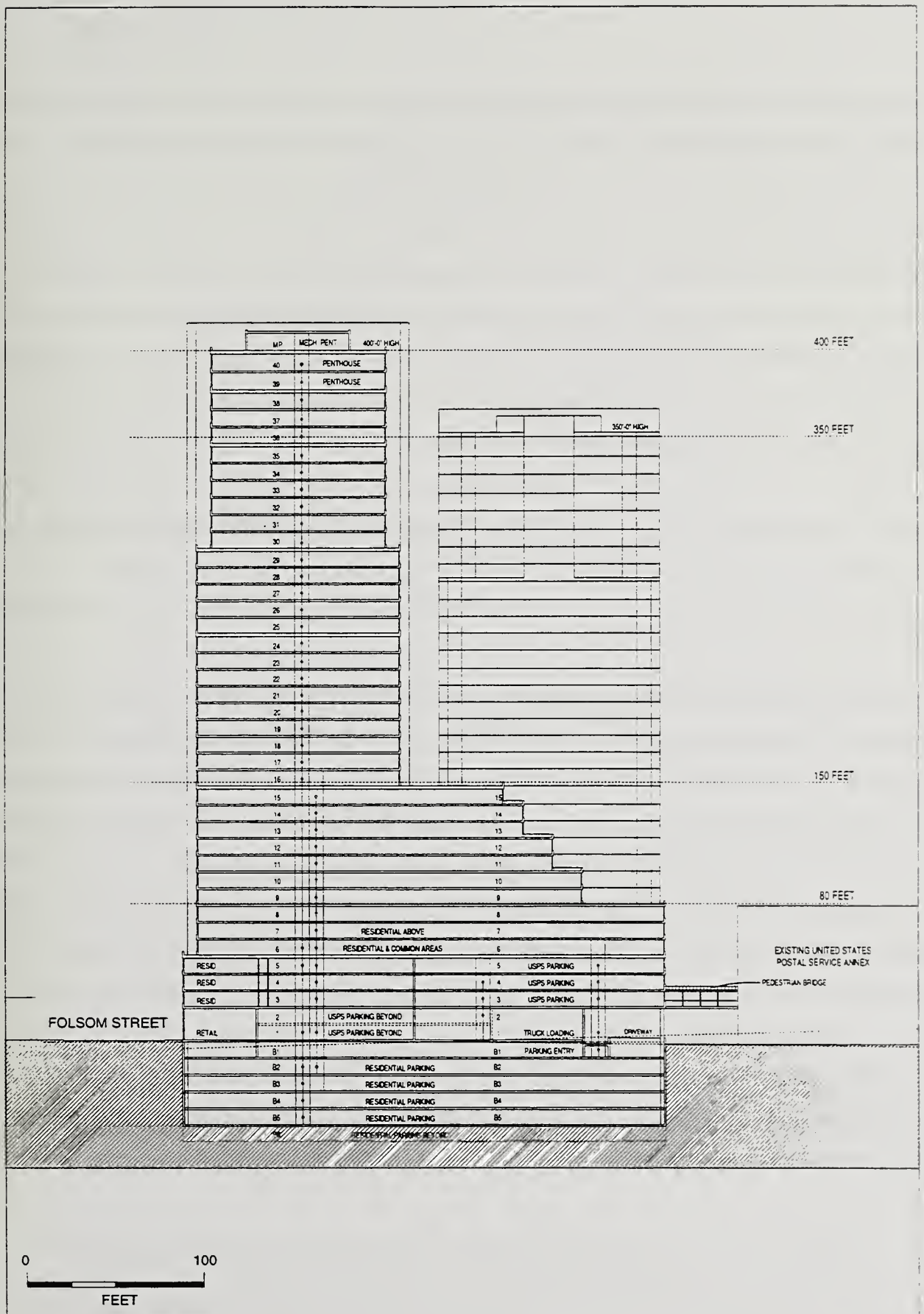
The proposed project would have an 80-foot tall building base. Above the building base, two towers would rise to about 350 feet and 400 feet above street level. (See Figure 2, Project Site.) The lower part of the towers would have a series of setbacks above the building base between the ninth and the fifteenth floors. The base would contain residential and parking uses, with some retail space. The two towers would include residential uses. There would be six levels of subsurface parking. (See Figures 3 and 4, Project Section Looking South and Project Section Looking East.) Proposed uses on the site include about 30,000 sq. ft. of retail use in several separate retail spaces on the ground floor. The retail spaces would be on all four sides, and would face Folsom, Main and Beale Streets as well as the proposed pedestrian walkway on the south side of the property (edging the USPS Annex building). The project proposes about 820 residential units (in approximately 1,100,000 gross square feet (gsf) of space) in the base above the retail uses, and within the two towers.

The building base would be built to the property lines on Folsom, Main and Beale Streets, and two highrise residential towers, oriented north-south, would be built above the base. The two towers would be set at the diagonal corners of the site to create the greatest separation. The tower at the corner of Folsom and Beale Streets (Beale Street tower), would be about 400 feet in height, and the tower facing Main Street at the southern edge of the site (Main Street tower), would be about 350 feet tall. The Beale Street tower would be set back on the south side from the ninth to the fifteenth floors, from the USPS Annex building. The Main Street tower would be set back on the north side from the ninth to the fifteenth floors above Folsom Street. There would be no setbacks from the sixteenth to the twenty seventh floor in the Main Street tower and from the sixteenth to the twenty ninth floor in the Beale Street tower. The mass of each tower would be further reduced on all sides at the uppermost levels. Each tower would have a maximum length of about 126 feet and a maximum diagonal dimension of about 145 feet. At their closest point the towers would be about 82.5 feet apart.









201 FOLSOM STREET

SOURCE: Heller • Manus

FIGURE 4: PROJECT SECTION LOOKING EAST



The project would provide approximately 880 parking spaces—about 820 spaces for residential uses and about 60 spaces for retail uses<sup>1</sup>—in up to six levels of on-site underground attendant and/or self-park parking. It would provide approximately 270 parking spaces on five above-grade levels in the center of the building base to replace the 270 surface parking spaces currently used by the USPS Annex building. The above-grade parking in the base would be screened from view by residential units located around the perimeter.<sup>2</sup> Access to the residential, retail and Postal Service parking would be from a 30-foot-wide parking through-way that runs the length of the lot, from Main Street to Beale Street, along the south side of the project site. The parking through-way would be accessible from both Main Street and Beale Street.

The loading dock entrance for the residential units would be from Beale Street. The loading dock entrance would lead to a total of five off-street freight loading spaces to serve the residential units, which would be within the building in a service court.

The project would include four main pedestrian entry points for residents and visitors: the residential lobbies for the Main Street tower would be located on Main Street, and the residential lobbies for the Beale Street tower would be at the intersection of Folsom and Beale Streets. The project would request white-curb on-street passenger loading zones for the entries.

The project would provide a central terrace (about 18,250 sq. ft. of open space), potentially equipped with a pool, on the sixth level, extending up to the edge of the building base above Folsom Street. Street trees are proposed along the sidewalks fronting the project site on Beale, Folsom and Main Streets.

Construction would be sequenced in two steps to permit continuous use of the site for parking by the USPS Annex building. The first phase would consist of most of the building base and the

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<sup>1</sup> One parking space would be provided per residence and one parking space would be provided for every 500 sq. ft. of retail.

<sup>2</sup> Residential units would be located around the perimeter of the project site, except for a portion of the perimeter along Beale Street.

Beale Street tower. The second phase would include the remaining building base and the Main Street tower. The site area for the Main Street tower would remain surface parking for the USPS Annex building during construction of the first phase.

The first phase of construction would take about 24 months. The second phase would begin approximately 12 months after beginning the first phase, and take another 24 months to complete.

The project site is zoned P (Public) and is located in the Residential subdistrict of the Rincon Hill Special Use District. The project would require rezoning and amendments to the *General Plan* Rincon Hill Plan as described below in order to be approved.

### **Requested Rezoning and General Plan Amendments**

The project, jointly with 300 Spear Street, includes a request to rezone most of the P (Public) Use District, bounded by Beale Street on the west, Folsom Street on the north, Harrison Street on the south, and Spear Street on the east, to RC-4 (Residential-Commercial High Density). The area to be rezoned is shown on Figure 1, Project Location. The requested rezoning would cover Block 3745, Lots 1 and 8 (the 300 Spear Street project site and 160 Harrison Street site),<sup>3</sup> but not Lot 9. The requested rezoning would also cover the northern half of Block 3746 (the 201 Folsom Street project site which is currently part of Lot 1). The southern half of Block 3746, occupied by the USPS Annex, would remain in the P district. Blocks 3745 and 3746 are within the Rincon Hill Special Use District (SUD). Three Height and Bulk Districts cover this P district: 200-R on the northern half of both Blocks 3745 and 3746, 105-R on the southern half of Block 3745, and 150-R on the southern half of Block 3746.

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<sup>3</sup> The property at 160 Harrison Street is also in the P District. It is occupied under a long-term (20-year) lease by a private utility use, permitted in a P district with a Conditional Use Authorization. A Conditional Use authorization was approved in July 2000. Because the site is privately owned, it has been included in the area to be rezoned, although no further development of the site is contemplated.

The requested rezoning would change most of the P district to RC-4 under the Rincon Hill SUD overlay. Under Rincon Hill SUD controls in Planning Code Section 249.1, the residential-to-commercial ratio of 6:1 (6 sq.ft. of residential space for every 1 sq.ft. of commercial space) would be retained, and a new Residential/Commercial subdistrict is requested. The rezoning request would establish requirements for parking at a maximum of one parking space per residential unit, one parking space per 500 sq.ft. of retail space, and one parking space per 1,500 sq.ft. of office space. Open space requirements would be similar to those applicable elsewhere in the City, at 1:50 for non-residential uses, and 36 sq.ft. of private open space or 48 sq.ft. of common open space for each residential unit.

A height limit change from 105, 150 and 200 feet to 400 feet has been requested. A minimum of a 50-foot height differential would be required if two towers are proposed on a site. The existing bulk limit would be changed from R (requiring 50 percent of the building frontage to be set back 5 feet above 80 feet ) to a new RH bulk district, with graduated bulk limits for lower, mid- and upper-towers. At least 50 percent of the overall project frontage above the building base on Folsom Street would be required to be set back a minimum of 12.5 feet. The rezoning would permit 100 percent site coverage for the building base.

*General Plan* amendments have been requested to address the new “Residential/Commercial Subdistrict” provisions and related changes within the *Rincon Hill Plan*. The amendments to the *Rincon Hill Plan* include:

- amending several Objectives to add reference to the proposed new Residential/Commercial Subdistrict and amending Map 3, “Land Use”;
- deleting portions of Objective 20 Policies, and amending Map 5, “Publicly Accessible Open Space Opportunities,” that call for narrowing Main Street;
- identifying separation-of-towers parameters for the new Residential/Commercial Subdistrict;



- revising the open space requirements to conform with proposed Planning Code requirements in the proposed new Residential/Commercial Subdistrict of the Rincon Hill SUD;
- revising height limits, including amending Map 4.

The changes requested would eliminate the planned reduction in the width of Main, Beale and Spear Streets as recommended in Objective 13, Objective 22, and Objective 26 of the *Rincon Hill Plan*; would divide Rincon Hill into three subareas—residential, commercial/industrial, and residential/commercial—instead of the two included in Objective 3 Policies of the *Rincon Hill Plan*; and would amend the Land Use Plan (Map 3) to show a new Residential/Commercial Subdistrict covering the 300 Spear Street, 201 Folsom Street, and 160 Harrison Street lots.

A new section is requested to be added to Objective 3 Policies of the *Rincon Hill Plan* (before “Non-Conforming Uses”), describing the Residential/Commercial Subdistrict, and applying the “Residential/Commercial” designation to those properties (including those in the northern half of Blocks 3745 and 3746) that were previously zoned “P” but that have been or are in the process of being sold to private entities for private development. The Rincon Hill Plan amendments would provide that this area (consisting primarily of two large vacant sites) be developed predominantly with highrise residential structures built over bases that would provide a combination of residential, retail, office and other commercial uses. The request would amend Height Limits (Map 4) to reflect overall height limits of 400 feet and 300 feet for the requested Residential/Commercial Subdistrict.

Other changes requested would make the Rincon Hill Plan consistent with the existing Rincon Hill parking requirements in Objective 5 and Objective 26 of the *Rincon Hill Plan*; would specify a minimum separation of 82.5 feet between towers at a height of 80 feet to 350 feet, with an 87.5-foot separation at the upper 50 feet of towers, in the Residential/ Commercial Subdistrict; and would allow additional height in the Residential/Commercial Subdistrict. Open space area requirements would be replaced with a new ratio of one net square foot of open space

per 50 square feet of gross floor area for all non-residential uses under Objective 20 Policies. Sidewalk widening mandated in the Plan for Assessors Blocks 3744 to 3748 would be eliminated for Blocks 3745 and 3746, and Map 6 would be revised to reflect this change.

## **APPROVALS**

The following approvals would be required from City decision-makers for the project:

- Amend Planning Code Zoning Maps to rezone privately owned parts of existing
- P (Public) District to RC-4 (Residential-Commercial High Density), increase height limits from 105, 150 and 200 feet to 300 and 400 feet, and change bulk limit from R to RH: (Planning Commission recommendation, Board of Supervisors approval).
- Amend Planning Code Text to add a new Residential/Commercial Subdistrict to the Rincon Hill SUD: (Planning Commission recommendation, Board of Supervisors approval).
- Amend *General Plan* Rincon Hill Plan: (Planning Commission approval, referral to Board of Supervisors for approval).
- Conditional Use Authorization/Planned Unit Development (PUD) for buildings taller than 40 feet in an R district: (Planning Commission approval).
- Subdivide Lot 1: (referral to Planning Department for determination of General Plan conformity, approval by Director of Public Works).

## **II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS**

### **A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT**

This Initial Study examines the 201 Folsom Street project and proposed rezoning to identify potential effects on the environment. On the basis of this study, project-specific effects that have been determined to be potentially significant relate to land use, visual quality and urban design,

transportation, air quality, shadows, and wind. These issues will be analyzed in the Environmental Impact Report (EIR). Topics noted “TO BE DETERMINED” mean that discussion in the EIR will enable a determination of whether or not there would be a significant impact.

## B. EFFECTS FOUND NOT TO BE POTENTIALLY SIGNIFICANT

The following effects of the 201 Folsom Street project have been determined to be either insignificant or to be mitigated through measures included in the project: population and housing, noise, construction air quality, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, historic/cultural resources and historic/architectural resources. These issues are discussed below and require no further environmental analysis in the EIR.

## III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

### A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

	<u>Not Applicable</u>	<u>Discussed</u>
1. Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	—	<u>X</u>
2. Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	—	<u>X</u>

The 201 Folsom Street project and rezoning would require review by the Planning Commission, the Department of Public Works, and the Board of Supervisors in the context of the *San Francisco General Plan* and other relevant plans. Applicable Area Plans and Elements of the *General Plan* include the Rincon Hill Area Plan, the Urban Design Element, Residence Element,



and Commerce and Industry Element. If the project, on balance, were to have substantial conflicts with General Plan objectives and policies, it could not be approved.

Plans and policies will be discussed in the EIR. The EIR will also address the status and probable outcome of the proposed rezoning of the Rincon Hill Plan area and of the proposed Transbay Redevelopment Plan. The 201 Folsom Street project and rezoning includes *General Plan* amendments to the Rincon Hill Area Plan, and amendments to the Planning Code and Zoning Maps, and thus the EIR will discuss these issues in some detail.

## ENVIRONMENTAL EFFECTS

Except for the categories of land use, visual quality and urban design, transportation, air quality, shadows, and wind as noted above, all items on the Initial Study Checklist incorporated herein have been checked "No" indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect. Several checklist items have also been checked "Discussed" indicating that the Initial Study text includes discussion of that particular issue. For all of the items checked "No" without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff and consultant experience on similar projects, and/or standard reference material available within the Planning Department, such as the Department's Transportation Guidelines for Environmental Review, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

- | 1. <u>Land Use</u> - Would the project:                                     | <u>Yes</u> | <u>No</u> | <u>Discussed</u>        |
|---|------------|-----------|-------------------------|
| a. Disrupt or divide the physical arrangement of an established community?  |            |           | <u>To be determined</u> |
| b. Have any substantial impact upon the existing character of the vicinity? |            |           | <u>To be determined</u> |

As noted in the project description, the site is located between the C-3 Downtown Commercial District north of Folsom Street, and Rincon Hill residential uses on and south of Harrison Street. The proposed Transbay Redevelopment Project Area is across Folsom Street, north of the project site. The Rincon Point-South Beach Redevelopment Plan area is two blocks northeast of the site and one block southwest of the site. A mixed-use development is being proposed by a different project sponsor at 300 Spear Street, immediately east of the 201 Folsom Street project site. Land uses in the vicinity of the project site consist of primarily residential uses to the south and west, and primarily office and commercial uses to the north. The project site is a paved parking lot and is in a transition area between the highrise office above retail use in the Downtown Commercial District and highrise residential above office/retail use in the Rincon Hill Plan area.

On its south side, the project site is adjacent to the United States Postal Service Annex at 390 Main Street. Across Harrison Street and south of Block 3746 is the two-story, 46-unit Harbor Lofts (at 400 Spear Street); the nine-story, 150-unit Portside II residential building (at 403 Main Street); the 13-story, 288-unit Bay Crest residential building (at 201 Harrison Street); and the 12-story, 245-unit Bridge View Towers residential building under construction (at 400 Beale Street). Across Main Street and east of the site is a parking lot (at 300 Spear Street), the AboveNet building (at 160 Harrison Street) and the Telecom Center I (at 100 Harrison Street). Across Folsom Street and north of the site is a paved parking lot, a two-story industrial building (160 Folsom Street), a 17-story building with office above ground-floor retail (at 221 Main Street), a six-story building with office above ground-floor retail and daycare (at 220 Spear Street), a four-story office above ground-floor retail (at 210 Spear Street), a five-story office above ground-floor retail (at 101 Howard Street), the 17-story Charles Schwab building (at 211 Main Street), a two-story industrial building (at 200 Folsom Street), the Golden Gate Bus Parking lot, and another surface parking lot. Across Beale Street and west of the site is the five-story, 59-unit Embarcadero Lofts building with ground floor retail (at 300 Beale Street); and the 19-story, 226-unit Avalon Towers containing residential over ground-floor retail uses (at 388 Beale Street).

The proposed project would accommodate retail uses and parking for USPS Annex employees in the building base (five stories), residential uses in the building base and towers, and six levels of subsurface parking for residents. The project's proposed uses would be generally consistent with similar residential uses in the project vicinity (towards the south, east and west). The project would further extend the Rincon Hill Residential District north of Harrison Street, as envisioned in the Rincon Hill Area Plan. In particular, the 201 Folsom Street project uses would be similar to those in Avalon Towers.

Overall, the project would be consistent with existing and planned land uses in the vicinity. Land use, including additional information on residential uses, will be discussed in the EIR.

2. <u>Visual Quality</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Have a substantial, demonstrable negative aesthetic effect?			To be determined
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?			To be determined
c. Generate obtrusive light or glare substantially impacting other properties?	—	<u>X</u>	<u>X</u>

The project site is a paved parking lot with no existing buildings or trees. The project would have a substantial visual effect because of the change from parking lot to the planned residential towers at 350 feet and 400 feet in height. The EIR will discuss visual quality and urban design and provide several photomontages of the proposed building in the context of surrounding existing and proposed structures.

The proposed project would include outdoor lighting typical of multi-unit residential buildings in the City; no unusual amount of light or glare would be created that would interfere with



nighttime views. Therefore the project would not cause significant light and glare and no further discussion is required in the EIR.

3. <b><u>Population</u></b> - Would the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Induce substantial growth or concentration of population?	—	<u>X</u>	<u>X</u>
b. Displace a large number of people (involving either housing or employment)?	—	<u>X</u>	<u>X</u>
c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	—	<u>X</u>	<u>X</u>

Uses in the proposed project would be consistent with the Rincon Hill Plan, which calls for high-density residential uses because the area is close to Downtown San Francisco. A majority of the people living in the Rincon Hill residential area could conceivably be employed in Downtown San Francisco, and could easily walk to work from home.

Based on employment density factors<sup>4</sup> of 350 sq.ft. per employee for retail use, the proposed retail use is estimated to employ approximately 85 people. There would also be about 15 parking, janitorial, maintenance and building management employees. Currently, there are no existing commercial uses on the site. This increase in employment would be about 0.01% of total employment projected for San Francisco in year 2020 (731,660 employees), and it would be about 0.08% of projected employment growth from 2000-2020 (102,800 jobs).<sup>5</sup> This potential increase in employment would be small in the context of total employment in San Francisco.

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<sup>4</sup> City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Subsequent EIR*, Planning Department File No. 96.771E, SCH No. 97092068, Vol. IV, Appendices, Table C.7, p. C.5, certified September 17, 1998.

<sup>5</sup> Data from Association of Bay Area Governments, *Projections 2000*, located at <http://www.abag.ca.gov/abag/overview/pub/p2000/summary.html>

Increases in a city's employment in turn increase demand for local housing. San Francisco is the central city (and most urban place) in an attractive region. The San Francisco Bay Area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand is particularly difficult because the amount of land available is limited and land and development costs are relatively high. For these reasons, San Francisco consistently ranks as one of the most expensive housing markets in the United States.

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 500 units (1993) to a high of about 2,100 units (1990, 1991) per year. The citywide annual average over that 11-year period was about 1,200 units.

In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006 allocation. The jurisdictional need of the City for 2006 is 20,372 dwelling units or an average yearly need of 2,716 net new dwelling units. The proposed project would help to satisfy this need.

The proposed project would not create substantial demand for new housing. The project's 820 residential units would more than offset housing demand from employment in the project.

As stated above, there is substantial demand for new residential units in San Francisco. Based on household density factors<sup>6</sup> of about 1.35 persons per dwelling unit, the proposed development is estimated to accommodate approximately 1,100 people. Currently, there are no residential units on the site; substantial amounts of new residential units have been built recently or are under construction in the Rincon Hill area, including the recently occupied Avalon Towers on Beale

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<sup>6</sup> City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Subsequent EIR*, Planning Department File No. 96.771E, SCH No. 97092068, Vol. IV, Appendices, Table C.6, p. C.4, certified September 17, 1998.

Street, the 200 units recently approved at First and Folsom Streets, and the 245 units under construction at 400 Beale Street. While potentially noticeable to immediately adjacent neighbors, the increase in the number of residents on the project site would not substantially increase the area-wide population, and the resulting density would not exceed levels that are common and accepted in high-density urban areas such as San Francisco. Therefore, the project's population increase would not be a significant effect.

Based on the above analysis, no significant physical environmental effects on population would occur, and these issues require no further analysis in the EIR.

4. <u>Transportation/Circulation</u> - Would the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?			<u>To be determined</u>
b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?			<u>To be determined</u>
c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?			<u>To be determined</u>
d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?			<u>To be determined</u>

The proposed residential uses of the project (and to a lesser degree employment on the project site) would place demands on the local transportation system, including increased traffic, transit demand, and parking demand. The EIR will discuss project effects related to transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, bicycles, and freight loading, as well as construction impacts. The analysis



will take into account the Bay Bridge retrofit construction activities (scheduled to be completed by August 2001),<sup>7</sup> the City's proposed rezoning of the Rincon Hill area as a whole, and the proposed transit-oriented development associated with the Transbay Terminal/Caltrain Downtown Extension project.

5. <u>Noise</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Increase substantially the ambient noise levels for adjoining areas?	—	<u>X</u>	<u>X</u>
b. Violate Title 24 Noise Insulation Standards, if applicable?	—	<u>X</u>	<u>X</u>
c. Be substantially impacted by existing noise levels?	—	<u>X</u>	<u>X</u>

Outdoor noise in the vicinity of the project area includes numerous potential sources of noise. The most significant existing source of noise throughout most of San Francisco is traffic. This is especially true of the project area because of the proximity of Interstate 80 and the Bay Bridge connection routes, and the Transbay Transit Terminal bus ramps. Non-traffic noise sources in the area would include temporary construction noise due to other projects in the vicinity such as the new residential units at 400 Beale Street and the Bay Bridge seismic retrofit. The nearest sensitive receptors to the project site are residential uses, including Harbor Lofts, Portside II and Bay Crest residential buildings on the south side of Harrison Street, and the Embarcadero Lofts and the Avalon Towers on the west side of Beale Street. Residences are also located on Guy and Lansing Streets about two blocks west of the project site, and at Hills Plaza one block east of the project site.

#### Effects on Ambient Noise Levels

*Construction Noise.* Construction activities from the project potentially could include excavation and hauling, foundation construction, steel erection, and finishing. Construction activities would

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<sup>7</sup> See Caltrans website for schedule: <http://www.dot.ca.gov/dist4/eastspans/projects.html>.

be temporary and intermittent and would occur at different times through the phases of project construction. The buildings would probably have a mat foundation; therefore pile driving would not be likely to occur. Construction would extend for about 24 months for the first phase (Beale Street tower and associated building base) and another 24 months for the second phase (Main Street tower and associated building base). The second phase is expected to begin about 12 months after the first, for a total of about three years of construction on the site. For each major phase of development, approximately 2 months would be devoted to excavation, 2 months would be devoted to foundation work, and 20 months would be devoted to erection and finishing.

Construction of other nearby projects, such as the proposed highrise residential towers at 300 Spear Street across Main Street, the Bay Bridge retrofit, and construction in the proposed Transbay Redevelopment Project Area, that coincide with construction of the proposed development would temporarily increase the overall noise levels in the immediate vicinity of construction activities, as the noise intensity would be greater with a larger number of noise sources.

Noise impacts from construction activities could be reduced in three ways: reduce the sound level at the source, provide the receiver with shielding, or alter the path of sound transmission. Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 ft. from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. The project demolition and construction operations would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level. While pile driving is not

expected, if it were to be needed, Mitigation Measure 1 (see pp. 45-46) would reduce temporary noise impacts to less-than-significant levels.

Based on the above analysis, no further analysis of construction noise will be presented in the EIR.

*Traffic Noise.* Ambient noise levels in the vicinity of the project are typical of noise levels in urban San Francisco. The ambient noise is dominated by vehicular traffic, including trucks, cars, buses, and emergency vehicles. Generally, traffic must double in volume to produce a noticeable increase in noise levels. Traffic volumes would not be expected to double as a result of the project; therefore, substantial increases in traffic noise levels would not be anticipated in the project area. Traffic noise will not be analyzed further in the EIR.

*Building Equipment Noise.* The proposed project would include mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29, Section 2909, which limits noise from building operations. Substantial increases in the ambient noise level due to building equipment noise would not be anticipated. Therefore, the EIR will not discuss building equipment noise further.

#### *Interior Noise and Existing Noise Levels*

Residential uses would be included in the proposed development. The noise insulation requirements of Title 24 of the California Code of Regulations apply to residential occupancies. Title 24 requires insulation sufficient to limit interior noise levels to 45 dBA or less at night. The Department of Building Inspection would review the final building plans to insure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission.



The existing background noise levels in the project area are typical of noise levels in urban San Francisco. The existing noise would be occasionally noticeable within the proposed buildings and would dominate the noise environment of the proposed project's open space. Because the proposed development would comply with the Title 24 noise insulation requirements, the existing noise environment would not negatively affect occupant use. Based on this information, the effect of existing noise levels on the proposed development will not require further analysis in the EIR.

6. <u>Air Quality/Climate</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?		<u>To be determined</u>	
b. Expose sensitive receptors to substantial pollutant concentrations?	—	<u>X</u>	—
c. Permeate its vicinity with objectionable odors?	—	<u>X</u>	<u>X</u>
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?		<u>To be determined</u>	

#### Effects on Ambient Air Quality

*Construction Emissions.* During construction, air quality could potentially be affected for short periods. Excavation and movement of heavy equipment could create fugitive dust and emit criteria pollutants as a result of diesel fuel combustion. The criteria pollutants or precursors to criteria pollutants are: nitrogen oxides (NO<sub>x</sub>), carbon monoxide (CO), sulphur dioxide (SO<sub>2</sub>), hydrocarbons (HC), and particulate matter with a diameter of less than 10 microns (PM<sub>10</sub>). Fugitive dust is made up of particulate matter including PM<sub>10</sub>.

Construction emissions would occur in short term and temporary phases, but they could still cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. Instead, BAAQMD has identified a set of feasible  $PM_{10}$  control measures for construction activities. The project would include these measures to reduce the effects of construction activities to an insignificant level. (See mitigation measure on p. 46 below.) San Francisco Ordinance 175-91, adopted by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, contractors would obtain reclaimed water from the San Francisco Clean Water Program. Because the project would include these mitigation measures, it would not cause significant construction-related air quality effects. Therefore, the EIR will not address these effects further.

*Traffic Emissions.* Potential air quality impacts from the proposed project could occur due to increased traffic throughout the region. Region-wide emissions will be assessed in the EIR and compared to the BAAQMD's significance thresholds for regional impacts. Also of concern are CO emissions and the possibility of exceeding CO standards at congested intersections and nearby sensitive receptors. The impact of vehicular CO emissions on local ambient air quality will be assessed in the EIR. CO concentrations will be estimated for existing, existing-plus-project, and future-with-project conditions. The results of the analysis will be compared to state and federal ambient air quality standards to evaluate impacts.

#### *Exposure to Toxic Air Contaminant Emissions/Objectionable Odors*

The proposed project includes primarily new residential space, and to a lesser extent new retail and new parking areas. These uses could require operation of natural gas fired boilers or chillers that could emit trace quantities of toxic air contaminants, but they are not expected to have the potential to generate toxic air contaminants in substantial amounts or create any objectionable odors. Therefore, the EIR will not discuss this issue further.

### Wind Effects

In order to provide a comfortable wind environment for people in San Francisco, the City established specific comfort criteria to be used in the evaluation of proposed buildings in certain areas of the City. The City Planning Code sets forth wind criteria for the proposed project, which is in the Rincon Hill Special Use District. Section 249.1(b)(3) establishes comfort criteria of 11 miles per hour (mph) equivalent wind speed for pedestrian areas and 7 mph for seating areas, not to be exceeded more than 10% of the time, year-round between 7:00 a.m. and 6:00 p.m. Developments that would cause wind speeds to exceed the comfort level are required to be designed to reduce the ambient wind speeds in the Rincon Hill Special Use District, if feasible. Section 249.1(b)(3) of the Planning Code also establishes as a hazard criterion an equivalent wind speed of 26 miles per hour for a single full hour per year. No building or addition would be permitted that would cause wind speeds to exceed the hazard level more than one hour of any year. No exception may be granted to this criterion. The EIR will analyze the project's effects on existing wind conditions. A wind tunnel test will be performed and the effects of the project will be compared to the applicable criteria.

### Shadow Effects

City Planning Code Section 295 restricts net new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the City Planning Commission finds the impact to be insignificant. In the project vicinity, South Park near Brannan Street about six blocks to the southeast, and Justin Hermann Plaza about five blocks to the northwest of the project, would be subject to Section 295. On the basis of review of preliminary shadow information, the project would not shade areas subject to Section 295.<sup>8</sup> The proposed project could increase shadows on other open spaces and sidewalks in the vicinity; therefore, a shadow study will be completed and the EIR will discuss its results.

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<sup>8</sup> The preliminary shadow analysis documenting Section 295 information is on file and available for public review at the Planning Department, 1600 Mission Street.



7. <u>Utilities/Public Services</u> - Would the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Breach published national, state or local standards relating to solid waste or litter control?	—	<u>X</u>	<u>X</u>
b. Extend a sewer trunk line with capacity to serve new development?	—	<u>X</u>	<u>X</u>
c. Substantially increase demand for recreation or other public facilities?	—	<u>X</u>	—
d. Require major expansion of power, water, or communications facilities?	—	<u>X</u>	<u>X</u>

### Solid Waste

San Francisco's solid waste is disposed of at the Altamont Landfill. A substantial expansion of the landfill was approved in 1997; therefore, the landfill will be able to accommodate San Francisco's solid waste stream well into the future. The solid waste associated with project construction and operation would not substantially affect the foreseeable life of the Altamont Landfill; therefore, the EIR will not further discuss the issue of solid waste generation.

### Sewer and Wastewater Treatment Plant Capacity

The site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. No major new sewer construction would be needed to serve the proposed project. Wastewater treatment for the east side of the City is provided primarily by the Southeast Water Pollution Control Plant. The project would meet any wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance.<sup>9</sup> The San Francisco Public Utilities Commission's 1998 Bayside Cumulative Impact Analysis identified four major foreseeable development projects in the east

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<sup>9</sup> City and County of San Francisco, Ordinance No. 19-92, San Francisco Municipal Code (Public Works), Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

half of the City that would have a measurable effect on the volume of discharges from the sewer system. The 201 Folsom Street project was not identified as one of those projects. Furthermore, the project would have little effect on the total wastewater volume discharged through the combined sewer system, particularly since stormwater runoff contributes greatly to the total flow and the site is already paved (resulting in maximum stormwater flows). For these reasons, the EIR will not evaluate demands on wastewater treatment facilities further.

### Public Services

*Police and Fire Protection.* The project site presently receives police and fire protection services, and the project would create additional demand for fire and police services in the area. The nearest police station is located at the Hall of Justice at 850 Bryant Street. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police protection services in the South of Market area. The nearest fire station, Engine 35, is located at Pier Twenty Two and a Half on The Embarcadero at Harrison Street. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for fire protection services in the Rincon Hill-Rincon Point area. Furthermore, the increase in demand would not require the construction of any new police or fire prevention facilities. For these reasons, the EIR will not discuss further police or fire protection services.

### Power and Communications Facilities

The new buildings would require typical utility connections and could tap into existing power and communications grids. Any relocation would be completed without interruption of service to adjacent properties. The discussion under 11. Energy/Natural Resources on pp. 35-36 includes

additional information about demand for power facilities. No new power or communications facilities would be necessary as a result of project implementation, and the EIR will not discuss this issue further.

#### Water Supply Facilities

The project would consume about 85,500 gallons of water per day.<sup>10</sup> There is no current consumption of water on the site. This would incrementally increase the demand for water in San Francisco. The new construction would be designed to incorporate water-conserving measures, such as installing low-flush toilets and urinals, as required by the California State Building Code Section 402.0(c). The San Francisco Water Department will be contacted regarding adequacy of water supplies to meet the needs of the project. Any written reply from the Water Department will be included in the Appendices to the EIR.

Because the project would not result in a substantial increase in water use, it would not result in a significant impact, and therefore, the EIR will not discuss water supply facilities further.

8. <u>Biology</u> - Would the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	—	<u>X</u>	<u>X</u>
b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	—	<u>X</u>	<u>X</u>

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<sup>10</sup> City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Environmental Impact Report*, 86.505EMTZ Volume 3 Appendices, August 12, 1988, p. XIV.D.38, Table XIV.D.35. The Mission Bay Water Demand Calculations, 2000 estimate a demand factor of 75 gallons per day per resident for residential uses, and a demand factor of 95 gallons per day per 1,000 sq.ft. for retail uses.



	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
c. Require removal of substantial numbers of mature, scenic trees?	<u>—</u>	<u>X</u>	<u>X</u>

No known rare, threatened or endangered species are known to exist in the vicinity. The proposed project is in a developed urban area and is completely covered by impervious surfaces. Development of the site would not affect, or substantially diminish, plant or animal habitats. The project would not interfere with any resident or migratory species. The open space proposed as part of the project would include plants and street trees appropriate for the urban landscape of the project site. Therefore, this topic will not be discussed in the EIR.

9. **Geology/Topography** - Would the project:

a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	<u>—</u>	<u>X</u>	<u>X</u>
b. Change substantially the topography or any unique geologic or physical features of the site?	<u>—</u>	<u>X</u>	<u>X</u>

**Geological Hazards**

The Community Safety Element of the *San Francisco General Plan* contains maps that show areas subject to geologic hazards. The project site is located in an area subject to “non-structural to moderate” damage (Modified Mercalli Intensity VII TO VIII) from seismic groundshaking originated by a characteristic earthquake (Moment Magnitude 7.1) along the San Andreas fault approximately 6 miles southwest of San Francisco, and the Northern Hayward fault approximately 12 miles northeast of San Francisco (Maps 2 and 3 in the Community Safety Element), a Seismic Hazards Study Zone designated by the California Division of Mines and Geology. The project site is also in an area of liquefaction potential (Map 4 in the Community Safety Element). The project site is not in an area subject to landslide, seiche or tsunami run-up

or reservoir inundation hazards (Maps 5, 6, and 7 in the Community Safety Element).<sup>11</sup> The project site is not in an Alquist-Priolo Earthquake Fault Zone.<sup>12</sup>

In its review of the building permit application for a development proposal in an area of liquefaction potential, the Department of Building Inspection would require the project sponsor to prepare geotechnical reports to assess the nature and severity of the hazards at the site and to recommend project design and construction features that would reduce these hazards. One or more geotechnical (foundation) investigations for each of the two major phases of the project by a California-licensed geotechnical engineer would be included as part of the project. The project sponsor and its contractors would follow the recommendations of the final geotechnical reports regarding any excavation and construction of the project, including the types of foundations necessary to support various project elements. To ensure compliance with all current San Francisco Building Code provisions regarding structural safety, the Department of Building Inspection would review the geotechnical report and building plans for the proposed project and determine the necessary engineering and design features to reduce potential damage to structures caused by groundshaking and liquefaction. In this way, amelioration of potential damage to structures from geologic hazards at the project site would be ensured through the Department of Building Inspection requirement for a geotechnical report and review of the building permit application.

The project site is about 15 feet above mean sea level and is relatively flat. The northeast corner of the project site is a filled portion of Yerba Buena Cove.<sup>13</sup> The filling of Yerba Buena Cove

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<sup>11</sup> City and County of San Francisco, *Community Safety Element, San Francisco General Plan*, April 1997.

<sup>12</sup> California Division of Mines and Geology, *Fault Rupture Hazards Zone in California, Alquist-Priolo Earthquake Fault Zoning Act with Index to Earthquake Fault Zone Maps*, Special Publication 42, revised 1997, Figure 4B.

<sup>13</sup> The 1853 U.S. Coast Survey map indicates that Yerba Buena Cove from Mission Street to Rincon Point ranged in depth from one to three feet at low mean tide. This shallow extended bayward for about 700 feet from First Street before dropping abruptly to five fathoms. Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-14.

brought the grade of Folsom Street at Spear up to city base.<sup>14</sup> The ground surface in the project area slopes gradually up toward the southwest (Folsom Street, gradually sloping upward to the west of Spear Street, is 5 feet above base at Main Street and 10 feet above base at Beale Street). The site is covered by a paved parking lot.

A preliminary geotechnical investigation for the project site completed in 2000 by Treadwell & Rollo indicates the site is underlain by unengineered fill material (primarily loose silty and clayey sand, stiff sandy silt and clay, and some rubble) placed in the area during the general filling of the San Francisco waterfront during the 1850s.<sup>15</sup> Thickness of the fill reported at the site ranges from 2 feet to 6 feet, depending on the location sampled. Beneath the fill is loose to medium dense sand and silty sand. The thickness of this layer ranges from about 15 feet to about 30 feet in the southern and northern parts of the site, respectively. Beneath these sands was encountered dense sand and dense to very dense silty and clayey sand of the Colma formation. Based on existing geologic information about the area, it appears the Colma Formation extends to bedrock, except possibly beneath the northern corner of the site where a layer of older clayey marine deposits may underlie the Colma sand. It is anticipated that the bedrock surface slopes from 15 feet in the southern portion of the site to between 60 feet and 80 feet in the northern portion of the site.<sup>16</sup> Groundwater was encountered in the preliminary geotechnical investigations for 201 Folsom Street project at depths of approximately 18 feet below the ground

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<sup>14</sup> Established in 1850, city base is 6.7 feet above mean tide or 11.67 feet above mean low water. The United States Coast Survey maps use low water as their 0-foot elevation. Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-14.

<sup>15</sup> Treadwell & Rollo, Inc., *Preliminary Geotechnical Investigation for 201 Folsom Street, San Francisco, California*, July 17, 2000, p. 2.

<sup>16</sup> Treadwell & Rollo investigators, however, did not encounter bedrock during their 2000 field exploration, as was expected based on geologic maps. Treadwell & Rollo, Inc., *Preliminary Geotechnical Investigation for 201 Folsom Street, San Francisco, California*, July 17, 2000, p. 2.



surface; however results of a previous investigation indicate groundwater at approximately 10 feet below the ground surface.<sup>17</sup>

The proposed project would require excavation to a depth of about 66 feet below street grade and would result in the removal of about 180,800 cubic yards of soil.<sup>18</sup>

Because of the composition of the subsurface material at the site, it is probable that the building structure proposed for the site would need special foundations. It is anticipated that by judiciously locating the bottom level of parking, a mat slab foundation can be used instead of pile foundations.

Because of the shallow nature of the water table, it is likely that at least some of the excavations for the proposed structure would need dewatering, discussed further in "Water" below. The 201 Folsom Street project includes mitigation measures (see pp. 46-47) to reduce the potential settlement effects of dewatering on nearby streets and properties.

#### Topography/Unique Geological Features

The proposed project would not alter the topography of the site, or otherwise affect any unique geologic or physical features of the site.

Based on the above discussion, no further analysis of geology and seismicity or topography is required in the EIR.

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<sup>17</sup> Treadwell & Rollo, Inc., *Preliminary Geotechnical Investigation for 201 Folsom Street, San Francisco, California*, July 17, 2000, p. 3.

<sup>18</sup> The first phase of the project would excavate about 113,300 cubic yards of soil and the second phase of the project would excavate about 67,500 cubic yards of soil.

10. <b><u>Water</u></b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Substantially degrade water quality, or contaminate a public water supply?	—	<u>X</u>	<u>X</u>
b. Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	—	<u>X</u>	<u>X</u>
c. Cause substantial flooding, erosion or siltation?	—	<u>X</u>	<u>X</u>

### Water Quality

The project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed buildings and stormwater runoff from the project site would be collected and treated at the Southeast Water Pollution Control Plant prior to discharge in San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitations set by the Plant's National Pollutant Discharge Elimination System (NPDES) permit. See pp. 26-27 for a discussion of sewer and treatment plant capacity. See "Flooding, Erosion, and Siltation" below for a discussion of water quality during construction.

### Groundwater Resources

The project would include excavation to about 66 feet in depth to accommodate up to six levels of underground parking. Dewatering could be required. Any groundwater encountered during construction would be subject to the San Francisco Industrial Waste Ordinance (Ordinance No. 199-77), which requires that groundwater meet specified standards before being discharged into the sewer system. The Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission would be notified if the project were to require dewatering.

Should dewatering be necessary, the final foundation study for the project would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the

foundation study would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the San Francisco Building Code) be retained by the project sponsor to perform this monitoring. Groundwater monitoring wells and/or instruments would be used to monitor potential settlement and subsidence. If, in the judgement of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. The project would include mitigation measures to reduce the potential water quality effects of dewatering (see pp. 47-48).

#### Flooding, Erosion and Siltation

The project site is entirely paved; therefore, the project would not substantially affect the area of impervious surface at the site or alter site drainage. Project-related wastewater and storm water would continue to flow to the City's combined sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the Southeast Water Pollution Control Plant prior to discharge. During construction, requirements to reduce erosion would be implemented pursuant to California Building Code Chapter 33, Excavation and Grading. During operations, the project would comply with all local wastewater discharge requirements.

No use of groundwater currently exists on the site. Therefore, groundwater resources would not be substantially degraded or depleted, and the project would not interfere substantially with groundwater recharge. Soil would be exposed during site preparation, but because the project site is relatively flat, the potential for substantial flooding, erosion, or siltation would be low.



The project would include a mitigation measure to reduce the potential water quality effect of sedimentation (see pp. 47-48). Based on the above discussion, the EIR will not include further analysis of hydrology and water quality issues.

11. <u>Energy/Natural Resources</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	—	<u>X</u>	<u>X</u>
b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	—	<u>X</u>	—

### Energy Use

The project includes new residential units, retail space and parking areas. Development of these uses would not result in use of large amounts of fuel, water or energy in the context of energy use throughout the City and region. The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, the project would not cause a wasteful use of energy, and would have a less-than-significant impact on energy and natural resources.

The proposed project would increase demand for and use of public services, but not in excess of amounts expected and provided for in this area. San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem is thought to be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San

Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project would not be built and occupied until about 2004; therefore, additional generating facilities may have been completed by the time the project is in operation. The project-generated demand for electricity would be negligible in the context of the overall demand with San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect.

Because the project would comply with the energy efficiency regulations of Title 24, it would not be considered to use energy wastefully. Based on this evaluation, no substantial environmental effects related to energy use are expected from the proposed project, and energy consumption will not be discussed further in the EIR.

#### Natural Resource Use

Other than natural gas and coal fuel used to generate the electricity for the project, the project would not use substantial quantities of other non-renewable natural resources. Therefore, the project would not have a substantial effect on the use, extraction, or depletion of a natural resource, and this topic is not required to be further analyzed in the EIR.

12. <u>Hazards</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	<u>—</u>	<u>X</u>	<u>X</u>

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
b. Interfere with emergency response plans or emergency evacuation plans?	—	<u>X</u>	<u>X</u>
c. Create a potentially substantial fire hazard?	—	<u>X</u>	<u>X</u>

### Public Health Hazards and Hazardous Materials

*Hazardous Materials Use.* Regarding the potential for public health hazards, the proposed project would involve residential, retail and parking development that would require relatively small quantities of hazardous materials for routine business and household purposes. The development would likely handle common types of hazardous materials, such as paints, cleaners, toners, solvents, and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling and disposal procedures. Most of these materials are consumed through use, resulting in relatively little waste. Businesses are required by law to ensure employee safety by identifying hazardous materials in the workplace, providing safety information to workers that handle hazardous materials, and adequately training workers. For these reasons, hazardous materials use by the project would not pose any substantial public health or safety hazards related to hazardous materials.

*Soil and Groundwater.* Historical activities at the project site and in its vicinity have resulted in the release of contaminants into soil and groundwater. A Phase I Environmental Site Assessment has been prepared for the property that comprises the site.<sup>19</sup> It lists current and past operations, reviews environmental agency databases and records, reports site reconnaissance observations, and summarizes potential contamination issues that warrant further investigation. An Environmental Site Characterization has been prepared for the project site,<sup>20</sup> and it reports laboratory test results for limited soil and groundwater sampling at the site. The information

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<sup>19</sup> Treadwell & Rollo, Inc., *Phase I Environmental Site Assessment for 201 Folsom Street, San Francisco, California*, July 3, 2000.

<sup>20</sup> Treadwell & Rollo, Inc., *Environmental Site Characterization for 201 Folsom Street, San Francisco, California*, July 25, 2000.



available in the Phase I and Environmental Site Characterization studies is summarized below. The project site was not referenced on any of the lists of hazardous waste sites maintained by local or regional agencies, the State of California, or the U.S. EPA.<sup>21</sup>

The southern portion of the site around the United States Postal Service Annex is situated on bedrock, formerly part of the steep Rincon Point. The northern portion of the project site was originally part of Yerba Buena Cove of the San Francisco Bay. Groundwater was locally encountered (in borings during drilling) at depths of approximately 16 to 18 feet below ground surface; it generally flows in the northeast direction towards San Francisco Bay. This suggests that former activities conducted at blocks to the south-southwest of the site have the highest potential to adversely impact soil and groundwater beneath the site.

Between 1886 and 1899, the site was occupied by a coal yard, a boiler works, a cooperage, a fire station and many private residences. The areas north, northwest and west of the site vicinity were occupied by an industrial and warehouse area including several iron and oil works, lumberyards, coal yards and machine works. Between 1899 and 1913 the same facilities were present on site, with the exception of the cooperage which was replaced by a foundry. The coal yard nearby was replaced by an iron works, a machine works, and an engine manufacturer.

In the early 1900's, much of the project area was filled with debris from the 1906 San Francisco Earthquake and the fire that followed. Fill material from this period often contains elevated levels of various metals, petroleum hydrocarbons, and polynuclear aromatic hydrocarbons. These substance were detected in soil samples collected at the site. Underground storage tanks are present on the site, some from a service station that operated at 200 Main Street from the 1940's to the late 1950's. Preliminary sampling has identified "presence of elevated levels of petroleum hydrocarbons" in some soil samples at concentrations that exceed hazardous waste

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<sup>21</sup> Treadwell & Rollo, Inc., *Phase I Environmental Site Assessment for 201 Folsom Street*, San Francisco, California, July 3, 2000, p. 6. VISTA Information Solutions, Inc., of San Diego, California provides a listing of the results of a comprehensive search of government databases identifying sites on local, state and U.S. EPA lists with potential sources of hazardous substances. The VISTA report is presented in Appendix A of the Treadwell & Rollo report.

criteria.<sup>22</sup> Low levels of diesel and motor oil were detected in some soil samples. No gasoline, benzene, toluene, ethylbenzene and xylene (BTEX), methyl tertiary butyl ether (MTBE), VOCs, SVOCs, PCB's, sulfide or cyanide were detected at or above method reporting limits in the samples analyzed. Preliminary site review also revealed total lead in some soil samples collected at the site but these were not detected to be at levels above the reporting limit.<sup>23</sup> The remaining metal concentrations were within normal background ranges found in the Western United States.<sup>24</sup>

Project plans call for excavation and removal of roughly 180,800 cubic yards of soil from the project site. If contaminated areas at the project site were to be excavated, contaminated soil or groundwater could be encountered. Without appropriate safeguards, earth-moving activities could potentially expose workers and possibly the public to chemical compounds in soils, soil gases (gases or vapors, mostly air, trapped within soil), or groundwater. Exposure would most likely occur through skin contact or inhalation. Workers directly engaged in on-site activities would face the greatest potential for exposure to contaminants. The public could also be exposed if access to the construction site were insufficiently controlled. Hazardous materials exposure could cause short-term or long-term health effects specific to each chemical present at the site if present in sufficient concentration and duration.

Since the project site was historically part of San Francisco Bay, it is subject to Article 20 of the San Francisco Public Works Code (the Maher Ordinance). The Maher Ordinance requires that applicants for building permits within certain areas (largely the part of San Francisco's eastern shoreline created by landfill) prepare a site history and site investigative report analyzing the site's soil for hazardous wastes. The analysis is required if more than 50 cubic yards of soil are to

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<sup>22</sup> Treadwell & Rollo, Inc., *Environmental Site Characterization for 201 Folsom Street, San Francisco, California*, July 25, 2000, p. 9.

<sup>23</sup> Treadwell & Rollo, Inc., *Environmental Site Characterization for 201 Folsom Street, San Francisco, California*, July 25, 2000, p. 6.

<sup>24</sup> Treadwell & Rollo, Inc., *Environmental Site Characterization for 201 Folsom Street, San Francisco, California*, July 25, 2000, p. 7.

be disturbed and the project is either on fill or at a location designated for investigation by the Department of Public Works. Where the analysis reveals the presence of hazardous wastes, the ordinance requires site mitigation pursuant to the standards, regulations, and determinations of local, state and federal regulatory agencies. Site mitigation is to involve the removal of hazardous substances and their disposal at an approved disposal site, or other appropriate actions.

In compliance with the Maher Ordinance, a site history and site investigative report has been prepared for the project site.<sup>25</sup> Where hazardous wastes exceed local, state or federal standards, a Site Mitigation Plan would be submitted to appropriate agencies, including the San Francisco Department of Public Health (SFPDH). The Site Mitigation Plan would be prepared prior to obtaining a building permit. Where toxic materials are found for which no standards have been established, a determination would be sought from appropriate agencies as to whether a Site Mitigation Plan would be needed. In accordance with the Maher Ordinance, the construction contractor would handle and dispose of excavated soils properly, employ worker health and safety and dust control procedures, and have a State Registered Professional Geologist or Engineer certify, at the completion of foundation activities, that all elements of the Site Mitigation Plan have been performed in compliance with the Maher Ordinance.

*Building Materials.* There are no existing buildings on the project site. Therefore no hazardous building materials would be generated by demolition.

#### Emergency Response Plans

No interference with emergency response plans or emergency evacuation plans would be expected. The project sponsor would develop an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services to ensure coordination between San

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<sup>25</sup> Treadwell & Rollo, Inc., *Phase I Environmental Site Assessment for 201 Folsom Street, San Francisco, California*, July 3, 2000, and Treadwell & Rollo, *Environmental Site Characterization for 201 Folsom Street, San Francisco, California*, July 25, 2000.



San Francisco's emergency planning activities and the project sponsor's plan to provide for building occupants in the event of an emergency. The project sponsor's plan would be reviewed by the Office of Emergency Services and implemented before the Department of Public Works issued final building permits. Occupants of the proposed project would contribute to congestion if an emergency evacuation of the 201 Folsom Street building were required. Section 12.202(e)(1) of the San Francisco Fire Code requires that all owners of high-rise buildings (over 75 feet) "establish or cause to be established procedures to be followed in case of fire or other emergencies. All such procedures shall be reviewed and approved by the chief of division." Additionally, project construction would have to conform to the provisions of the Building and Fire Codes which require additional life-safety protections for high-rise buildings.

### Fire Hazards

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as the Department of Building Inspection), in order to ensure conformance with these provisions. The proposed project would conform to these standards, which (depending on building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hillside development, hydrant water pressure, and emergency access) would be mitigated during the permit review process.

Potential health and safety issues related to potentially contaminated building components, contaminated soil and groundwater, and future use of hazardous materials on site would be reduced to less-than significant levels, with implementation of the mitigation measures identified on pp. 48-49 that are included in project development. Therefore, these issues do not require further analysis and will not be discussed in the EIR.

13. <u>Cultural</u> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study?	—	<u>X</u>	<u>X</u>
b. Conflict with established recreational, educational, religious or scientific uses of the area?	—	<u>X</u>	—
c. Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	—	<u>X</u>	<u>X</u>

#### Archaeological Resources

An archival cultural resources evaluation by Holman and Associates in 1996 for the proposed Rincon Sports and Entertainment Center inventoried potential subsurface historic or pre-historic resources and documented the history of the Rincon Hill neighborhood.<sup>26</sup> The area studied in this report included the 201 Folsom Street project site. Potential for the existence of subsurface cultural resources of the prehistoric/protohistoric period (c. 4000 B.C. - A.D. 1775), Spanish/Mexican and Early American Era (1776-1848) and the Gold Rush and Later 19<sup>th</sup> Century eras (1849-c. 1906) were systematically examined.

Most of the project site existed in a natural state as sand hills before 1848.<sup>27</sup> The northeast corner of the project site was a part of the Yerba Buena Cove until landfill and grading of the area in the 1850s. By the late 1850's the project area had been greatly changed; the project site and the

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<sup>26</sup> Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996.

<sup>27</sup> Rincon Point was one of the favorite recreational areas for families living in the Yerba Buena settlement before 1848. Refer Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-16.

surrounding areas had been graded and paved to give rise to industrial uses and some private residences in the area.<sup>28</sup> Industrial facilities at the project site included the Dundon's Boiler Works and Pattern Storage (1880s); the Murray Bros. Machine Shop (1890s-1906); the Oriental Gas Engine Works (1890s-1906); and the San Francisco Iron Works (1890s-1906). South of Market industrial facilities such as these were central to the City's economic prosperity in the second half of the 19<sup>th</sup> century. The Earthquake and Fire of 1906 consumed the South of Market area, including the project site. After 1906, the project site and its immediate surroundings began to assume the essential architectural and demographic contours that have characterized the area throughout the remainder of the 20<sup>th</sup> century. The project site is now characterized by parking uses (utilized by the United States Postal Services Annex). Buildings adjacent to or near the project site represent a variety of 20<sup>th</sup> architectural styles, including early 20<sup>th</sup> century industrial, modern commercial and postmodern styles.

According to the Holman and Associates evaluation, "no prehistoric site or other resources have been previously recorded within or immediately adjacent to the project area,"<sup>29</sup> and there is only a remote possibility that a prehistoric site is located within the project site. A significant prehistoric archaeological (shell midden) deposit was recovered in 1929 about half a mile southeast of the project site, at Third and Harrison Streets. This discovery was made at a site with a similar natural environmental setting as the proposed project site. In 1988, another previously unrecorded prehistoric shell midden site was encountered within about half a mile northwest of the proposed project site on Howard Street between Third and Fourth Streets at the Yerba Buena Center area.<sup>30</sup>

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<sup>28</sup> Treadwell & Rollo, Inc., *Phase I Environmental Site Assessment for 201 Folsom Street, San Francisco, California*, July 3, 2000, p. 4. Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-29- C-31.

<sup>29</sup> Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-14.

<sup>30</sup> Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-4, C-15.



Prior to the Gold Rush era, there is no record of settlement or occupation on the project site (part of the site was historically reclaimed from the former Yerba Buena Cove), and records indicate that the area remained in its natural state as noted above. As a result, historic cultural resources from the Spanish/Mexican period and Early American era (1776-1848) would not likely be encountered at the project site, especially since the areas settled during these periods are not near the project site.<sup>31</sup>

No subsurface cultural resources from the Gold Rush period have been found at the project site. However, given that the project site has been occupied since 1850, “it is highly probable there are significant subsurface historic archaeological resources dating to the Gold Rush-era throughout much of the project site.”<sup>32</sup> The northeastern corner of the project site was originally submerged in Yerba Buena Cove. When this area was filled in the late 1850s, artifacts in trash deposits from the early shipping industry could have been buried and survive to the present day. Although no recorded hulks have been identified in this area, it is possible that storeships and other vessels are submerged in this area.

As the project and the vicinity were consumed by the Earthquake and Fire of 1906, potential for the discovery of archaeological remains of the Late 19<sup>th</sup> Century era is low but cannot be entirely discounted.

The proposed project would include excavation to a depth of 66 feet below the ground surface to accommodate mat foundations and subsurface parking facilities. Bases upon archival evidence, the proposed project may disrupt or adversely affect prehistoric resources or historic archaeological resources from the Gold Rush era. The project includes a mitigation measure (see

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<sup>31</sup> Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-25.

<sup>32</sup> Holman and Associates, *An Inventory of Potential Archaeological Resources in the Rincon Sports and Entertainment Center Project Area, San Francisco, California*, February 5, 1996, p. C-25.

pp. 49-51) that is intended to reduce the potential impact to cultural resources to a less-than-significant level. Archaeological resources will not be discussed further in the EIR.

### Historic Architectural Resources

The project site and vicinity does not include structures identified as historic architectural resources by the San Francisco Planning Code and other surveys. There are no buildings on site currently; therefore, historic architectural resources will not be discussed further in the EIR.

<b>OTHER</b> - Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
Require approval and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from regional, state, or federal agencies?	<u>X</u>	—	<u>X</u>

A list of approvals and permits necessary for the project is presented in the Project Description above, on p. 12.

<b>MITIGATION MEASURES</b>	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1. Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	—	—	<u>X</u>
2. Are all mitigation measures necessary to eliminate significant effects included in the project?	<u>X</u>	—	—	<u>X</u>

### Mitigation Measure 1: Noise

It is unlikely that pile driving would be required for this project; however, should it be necessary to install pile foundations, the project sponsor would require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions. Contractors would be required to use construction equipment with state of the art noise shielding and muffling devices.

The project sponsor would also require that contractors schedule pile driving activity for times of the day that would be consistent with the Noise Ordinance.

### **Mitigation Measure 2: Construction Air Quality**

The project sponsor would require the contractor(s) to spray the site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

### **Mitigation Measure 3: Geology/Topography**

- The project sponsor would ensure that the construction contractor conducts a pre-construction survey of existing conditions and monitors any adjacent buildings for damage during construction, if recommended by the geotechnical engineer in the foundation investigations.
- If dewatering were necessary, the final foundation report would address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the foundation report would determine whether or not a lateral movement and settlement survey would be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the



San Francisco Building Code) would be retained by the project sponsor to perform this monitoring. Instruments would be used to monitor potential settlement and subsidence. If, in the judgement of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

- If dewatering were necessary, the project sponsor and its contractor would follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.
- The project sponsor and its contractor would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements are detected.

#### **Mitigation Measure 4: Water Quality**

The project sponsor would ensure that groundwater from site dewatering and stormwater runoff meets the discharge limitations of the City's Industrial Waste Ordinance by carrying out the following:

- If dewatering were necessary, the project sponsor would follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

- If dewatering were necessary, groundwater pumped from the site would be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission to reduce the amount of sediment entering the combined sewer system.
- The project sponsor would require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.

#### **Mitigation Measure 5: Hazards**

In addition to local, state, and federal requirements for handling hazardous materials, the project sponsor would enter into a voluntary agreement with the San Francisco Department of Public Health to undertake the following work and any additional requirements imposed by the Department of Public Health under the agreement.

- Prior to initiating any earth-moving activity at the project site, the project sponsor would consult with the San Francisco Health Department to determine whether additional soil sampling would be necessary under Public Works Code Article 20 (the Maher Ordinance). Disposal of excavated soils would comply with existing local, state, and federal regulations. A Site Health and Safety Plan and Soil Management Plan would be prepared for the project as recommended in the Environmental Site Characterization. In addition to measures that protect on-site workers, the Health and Safety Plan would include measures to minimize public exposure to contaminated soils. Such measures would include dust control, appropriate site security, restriction of public access, and posting of warning signs, and would apply from the time of surface disruption through the completion of earthwork construction.

- The project sponsor would provide all reports and plans prepared in accordance with Mitigation Measure 5 to the San Francisco Department of Public Health and any other agencies identified by the Department of Public Health. When all hazardous materials have been removed from the project site, and soil analysis and other activities have been completed, as appropriate, the project sponsor would submit to the San Francisco Planning Department and the Department of Public Health (and any other agencies identified by the Department of Public Health) a report stating that all hazardous materials have been removed from the project site, and describing the steps taken to comply with this mitigation measure. Any verifying documentation would be attached to the report. The report would be certified by a Registered Environmental Assessor or similarly qualified individual.

#### **Mitigation Measure 6: Archaeological Resources**

Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all site excavation, during which the archaeologist



would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation

Advisory Board and the California Historical Resources Information System, Northwest Information Center. Three copies of the final archaeology report(s) shall be submitted to the Major Environmental Analysis Section of the Planning Department, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Historical Resources Information System, Northwest Information Center.

## **ALTERNATIVES**

The EIR will discuss several alternatives to the proposed project that would reduce or eliminate any significant environmental effects. The alternatives will include the following:

1. No Project. The No Project Alternative is required by CEQA to be discussed in the EIR. The project site would remain in use as a parking lot, with no changes in zoning or height limits. Potential uses that could be developed under the existing P district zoning for Assessors Blocks 3745 and 3746 will be briefly discussed.
2. Existing Height and Bulk Alternative. This alternative would include a change in zoning from P to RC-4 as proposed by the project, but would not change the height limits. Shorter towers would be constructed, in conformity with existing height, bulk and tower separation limits. One parking space would be provided for each residential unit, as for the proposed project, resulting in fewer overall parking spaces in the alternative. Retail space would be provided in proportion to the amount of residential space, as permitted in the Rincon Hill Special Use District; the alternative would include smaller amounts of commercial space and fewer residential units than the proposed project. The alternative would include 270 replacement parking spaces for use by the United States Postal Service, as for the proposed project.
3. Full Buildout Under Proposed Rincon Hill Rezoning Alternative. This alternative would include the maximum amount of commercial retail and office space permitted in the project

sponsor's proposed new Residential/ Commercial subdistrict of the Rincon Hill SUD on the 201 Folsom Street site, and maximum development of the 300 Spear Street site. The maximum amount of parking permitted under the proposed new zoning controls would be included on both the 201 Folsom Street site and the 300 Spear Street site in this alternative. For 201 Folsom Street this alternative would also include replacement parking for the USPS.

<b>MANDATORY FINDINGS OF SIGNIFICANCE</b>	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	—	<u>X</u>	—
2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	—	<u>X</u>	—
3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	<u>X</u>	—	<u>X</u>
4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?	—	<u>X</u>	—

The project could contribute to cumulative traffic, transit, and air quality impacts in the Bay Area. These will be discussed in the EIR.



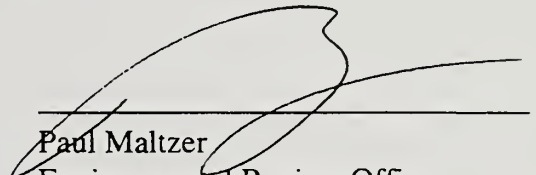
**ON THE BASIS OF THIS INITIAL STUDY:**

    I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

    I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

  X   I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

DATE: July 20, 2001

  
\_\_\_\_\_  
Paul Maltzer  
Environmental Review Officer  
for  
Gerald G. Green  
Director of Planning



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## **APPENDIX B**

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### **REQUESTED AMENDMENTS TO PLANNING CODE AND GENERAL PLAN**





**TENTATIVE TERMS OF REZONING  
FOR 300 SPEAR/201 FOLSOM**

**REVISED AS OF FEBRUARY 21, 2002**

**SEC. 249.1 RINCON HILL SPECIAL USE DISTRICT**

1. Amend Section 249.1(a) to reference “Residential/Commercial Subdistrict,” and add Section 249.1(b)(8) establishing “Residential/Commercial Subdistrict.”
2. Add new subsection (e):
  - (e) **Residential/Commercial Subdistrict.**
  - (1) **Uses.**
  - (A) Permitted uses are (i) those listed in Section 209.1 and 209.2 of this Code and (ii) those permitted in an RC-4 District, plus the uses listed in subsection (e)(1)(B) below, provided that, for newly constructed buildings or additions of twenty percent (20%) or more of an existing building’s gross floor area, at least six net square feet of residential use is provided for each one net square foot of non-residential use on any lot. Additions of less than 20% of a building’s gross floor area are exempt from the six to one residential requirement. Once granted, this exemption from the residential development requirement for building additions may not be repeated for any single property. Any addition of more than 20% of gross square feet of building area shall be required to provide the housing on a six-to-one basis for all of the additional building area. All areas used for parking for either residential or non-residential uses shall be excluded in the calculation of the residential/non-residential ratio. For the purposes of application of this 6 to 1 ratio, hotels, inns or hostels as defined under Section 209.2(d) and (e) shall be considered a non-residential rather than a residential use.
  - (B) The use provisions applicable to an RC-4 District shall be applicable to the “Residential/Commercial” Subdistrict with the following modifications or additions:
    - (i) all uses listed under Section 209.3 (“Institutions”) shall be permitted as of right as principal uses;
    - (ii) all uses listed under Section 209.4 (“Community Facilities”) shall be permitted as of right as principal uses;
    - (iii) utility uses listed in Section 209.6 shall be permitted as conditional uses, with such utility uses to include telecommunications and internet communication co-location, web-hosting and other similar facilities, provided such uses are primarily conducted within enclosed buildings;
    - (iv) in lieu of Section 209.7, automotive uses shall be those permitted in Section 223(a), Section 223(m) (except that such use shall be permitted as a principal use for only five (5) years after the construction of the

## Appendix B. Requested Code and Plan Amendments

building, after which a conditional use authorization shall be required), and Section 223(p) (except that such parking lot shall be a conditional use limited to two years per each conditional use authorization);

- (v) Section 209.8 shall not be applicable;
- (vi) all uses listed in Section 218 shall be permitted as of right as principal uses;
- (vii) all uses listed in Section 219(c) shall be permitted as of right above the ground floor or below the ground floor, and all office uses listed in Section 219(c) shall be permitted on the ground floor as conditional uses;
- (viii) all uses listed in Section 222 shall be permitted as of right above or below the ground level, and shall be conditional uses at the ground level;
- (ix) all uses listed in Section 221(a)-(f) shall be permitted as of right as principal uses;
- (x) all uses listed in Section 224(a) shall be permitted as conditional uses;
- (xi) all uses listed in Section 225(b) shall be permitted as of right as principal uses;
- (xii) all uses listed in Section 226(a) shall be permitted as of right as principal uses;
- (xiii) commercial wireless facilities as per Section 227(h) or (i) shall be permitted as conditional uses;
- (xiv) all uses listed in Section 227(r) shall be permitted as of right as principal uses.
- (C) A nonconforming use may be changed to any equally or more conforming use without providing the 6 to 1 ratio of required residential space.
- (D) No use, even though listed as a permitted use or otherwise allowed, shall be permitted in the Residential/Commercial Subdistrict which, by reason of its nature or manner of operation, creates conditions that are hazardous, noxious, or offensive through the emission of odor, fumes, smoke, cinders, dust, gas, vibration, glare, refuse, water-carried waste, or excessive noise.
- (2) **Density.**
  - (A) Residential Density. There shall be no density limit for residential uses in the Residential/Commercial Subdistrict. The provisions of Sections 207.1 and 208 related to residential density shall not apply.
  - (B) Non-residential Density. There shall be a density limit for non-residential uses which shall be measured as a Floor Area Ratio (FAR), as defined by Section 102.9, 102.10, 102.11 and 124 of this Code. The FAR for the Residential/Commercial Subdistrict shall be 5 to 1. The provisions of Section 123, 124, 125 and 127 relating to Floor Area Ratio shall apply.
  - (C) Area used for parking for commercial uses or residential uses including parking permitted as of right or by conditional use shall not be considered as commercial FAR.
- (3) **Open Space.**
  - (A) Open space shall be provided at the ratio of thirty six net square feet of open space for each dwelling unit if all private. Where common usable open space is used to satisfy all or part of the requirement for a dwelling unit, such common usable open space shall be provided in an amount



## Appendix B. Requested Code and Plan Amendments

equal to 1.33 square feet for each one square foot of required private usable open space that is not provided as private open space. Open space shall be provided at the ratio of one square foot of open space per 50 square feet of gross floor area for all other uses.

- (B) The open space requirement for residential use may be met by providing one or more of the following types of open space: private usable open space as set forth below; common open space, including an unenclosed park or plaza at grade or above, or an enclosed or partly enclosed pool or a health club, accessible to residents and guests of residents and not to the general public, and “publicly accessible open space” as set forth in (C)(i) below. Where any publicly accessible open space is used to satisfy the open space requirements for both residential and non-residential use, the open space area must be of an area at least equal to the sum of the separate open space requirements to be satisfied by that open space. Up to forty percent (40%) of the open space requirement for residential uses may be met by providing private open spaces, provided that any such private open space counted toward a portion of the open space requirement has a minimum area of 36 square feet, with a minimum dimension of four feet in any direction.
- (C) The open space requirement for non-residential uses shall be met by providing “publicly accessible open space,” which is defined as open space situated in such locations and which provides such ingress and egress as will make the area accessible to the general public and which is open to the public daily for at least twelve daylight hours.
  - (i) Publicly accessible open space. One or more of the following types of open space shall satisfy the definition of publicly accessible open space:
    - (AA) An unenclosed park or garden at grade or above;
    - (BB) An unenclosed plaza with seating areas and landscaping and no more than 10 percent of the floor area devoted to food or beverage service;
    - (CC) An enclosed pedestrian pathway, which extends through the building, which is accessed from a public street at grade, which is landscaped and has access to natural light and ventilation, and in which retail space may face the pedestrian path inside the building provided that no more than 20 percent of the floor area of the required open space may be devoted to seating areas within the pedestrian path;
    - (DD) A sun terrace or solarium with landscaping;
    - (EE) Sidewalk widening following a regular pattern of setbacks;
    - (FF) A recreation facility on the roof of a parking garage;
    - (GG) An unenclosed pedestrian street that traverses a large block in an east-west direction;
    - (HH) A publicly-accessible area with a scenic overlook;
    - (II) A publicly-accessible area within 900 feet of the site;
    - (JJ) Streetscapes on surrounding streets, as approved by the Planning Department; or,
    - (KK) Other similar open space features as more particularly defined in the Recreation and Open Space Section of the Rincon Hill Plan, a part of the General Plan.

If a sidewalk widening is used to meet the open space requirement, the Planning Commission shall require approval of the open space proposal

## Appendix B. Requested Code and Plan Amendments

by the Department of Public Works prior to Planning Commission approval of the project.

- (ii) The required publicly accessible open space shall, as determined by the Zoning Administrator:
- (AA) Be in such locations and provide such ingress and egress as will make the area convenient, safe, secure and easily accessible to the general public;
- (BB) Be appropriately landscaped;
- (CC) Be accessible to public water and toilet facilities, if the required open space is in excess of 1,500 square feet;
- (DD) Be protected from uncomfortable winds;
- (EE) Incorporate ample seating and, if appropriate, access to limited amounts of food and beverage service, which will enhance public use of the area;
- (FF) Be well signed and accessible to the public during daylight hours;
- (GG) Have adequate access to sunlight if sunlight access is appropriate to the type of area;
- (HH) Be well lighted if the area is of the type requiring artificial illumination;
- (II) Be designed to enhance user safety and security;
- (JJ) Be of sufficient size to be attractive and practical for its intended use; and,
- (KK) The owner of the property on which the open space is located shall maintain it by keeping the area clean and free of litter and keeping in a healthy state any plant material that is provided. The Zoning Administrator shall have authority to require a property owner to hold harmless the City and County of San Francisco, its officers, agents and employees, from any damage or injury caused by the design, construction or maintenance of open space, and to require the owner or owners or subsequent owner or owners of the property to be solely liable for any damage or loss occasioned by an act or neglect in respect to the design, construction or maintenance of the open space.
- (4) **Parking Requirements.**
- (A) There shall be at least one parking space for each dwelling unit, and no more than one parking space for each dwelling unit; provided, however, that for dwellings specifically designed for and occupied by senior citizens or physically handicapped persons, as defined and regulated by Section 209.1(m) of this Code, there shall be at least one parking space for each five dwelling units. Parking in excess of one parking space for each dwelling unit shall not be classified as an accessory use, notwithstanding the provisions of Section 204.5(c) of this Code.
- (B) Parking for retail uses shall be provided at a ratio of one space for each 500 occupied square feet of retail space for the first 60,000 occupied square feet of retail space; any parking for retail square footage in excess of 60,000 square feet per project shall not exceed a ratio of one space per each 1,500 occupied square feet of retail space.
- (C) Parking for all office uses and any other non-retail commercial use shall be provided at a ratio of one space for each 1,500 occupied square feet of space.
- (D) Parking shall not front on Folsom Street, and within 25 feet horizontal distance from other street rights of way cannot occupy more than twenty

percent (20%) of the cumulative street frontage in the Residential/Commercial Subdistrict. This Section 4(D) applies to the ground level only, and not to any level above the ground level.

- (E) In addition to the amounts of parking set forth above, additional parking shall be allowed as of right for any project that submitted an application for environmental review prior to December 31, 2001, where such parking is necessary to replace parking for any agency or department of the United States Federal Government that is located on, or immediately adjacent to, a development site.

(5) **Streetscape.**

- (A) Ground floor retail space (including personal service and restaurants) and space devoted to building and pedestrian circulation is required along the street frontage for a minimum of 50 percent of the street frontage; exceptions to this standard may be granted administratively by the Zoning Administrator if (s)he deems the exception to provide a more attractive, usable and visually interesting pedestrian streetscape.

- (B) Uses along a street frontage at grade level shall be visually interesting and attractive to pedestrians. Curb cuts shall be minimized. No parking ingress or egress shall be permitted that would disrupt or delay transit service.

(6) **Site Coverage.**

There shall be no limit on site coverage. One hundred percent (100%) site coverage shall be permitted.

(7) **Dwelling Unit Exposure.**

In light of the high density nature of the Residential/Commercial Subdistrict, the dwelling unit exposure requirements of Section 140 shall not apply.

(8) **Height and Tower Separation Standards.**

- (A) There shall be an 80 foot maximum height for the podium/base of a building.
- (B) There shall be an overall height limit of 400 feet in the Residential/Commercial Subdistrict.
- (C) There shall be a 50 foot minimum tower height differential between towers on the same development site.
- (D) In the Residential/Commercial Subdistrict, within a particular project site, there shall be a minimum 82 ½ foot separation between towers.
- (E) Along interior property lines the above tower separation standards will not apply. Instead, towers will be set back at least 20 feet from the interior property line.
- (F) All space above the 200 foot height level shall be devoted to residential use.
- (9) **Bulk Standards.** The Residential/Commercial subdistrict shall be subject to "W" Bulk District controls, as follows:
  - (A) Base (0-80 feet): Unlimited. The site coverage limitations of Section 249.1(b)(1) shall not apply.
  - (B) (1) Buildings over 80' in height, but less than 300 feet, shall be limited to a maximum plan length of 100 feet and a maximum diagonal length of 125 feet.



## Appendix B. Requested Code and Plan Amendments

- (2) Buildings over 300 feet in height shall not exceed a maximum plan length of 115 feet and a maximum diagonal length of 145 feet.
- (C) A 10% volume reduction is required for the upper tower of any building that is 300 feet in height or taller. The upper tower is defined as the top one-third portion of a free standing tower; for a tower that sits atop a podium or base, the upper tower is defined as the top one-third of the height of the tower as measured from the top of the podium or base.  
Folsom Street Setback: Above the base, at least 50% of the entire Folsom Street frontage shall be set back a minimum of 12 ½ feet. No setback will be required for any portion of the frontage occupied by a tower with a height in excess of 80 feet, unless that tower or towers occupies more than 50% of the total Folsom Street frontage.
- (10) **Affordable Housing.**
  - (A) Each residential project within the Residential-Commercial Subdistrict shall address the City's need for affordable housing through one of the following:
    - Designate 10% of the units on-site within the principal project as affordable (below market rate or "BMR") rental or condominium ownership units.
    - Provide affordable BMR rental or condominium ownership units at another site within the City at a rate equivalent to 15% of the units within the principal project.
    - A combination of on-site and off-site affordable BMR units.
  - (B) All affordable BMR units required pursuant to this section shall be leased/sold to households with a household income not to exceed 100% of the median income for the San Francisco Principal Metropolitan Statistical Area (PMSA) for the year in which the particular unit is leased or sold. The restriction requiring lease or sale prices to be limited to prices affordable to qualified households with a gross annual income of 100% of the area median income shall apply for a fifty (50) year period from the date of the initial sale or lease of the BMR unit. If otherwise permitted by City Ordinance, for sale units may be leased or sold at a range of prices affordable at 80-120% of median income or less, provided that the average sale price shall not exceed that affordable at 100% of median income.
  - (C) The decision regarding whether to comply with the BMR requirement by means of on-site units or off-site units or a combination of each shall be within the sole discretion of the sponsor of each principal residential project. To the extent the BMR units are provided on the principal project site, the BMR units shall be distributed evenly on each level where market rate residential units are located from the ground level to a height equal to no less than one-half the height of the building. A disproportionate number of affordable units may not be located in such a way as to be adjacent to noise generating mechanical devices such as ventilation equipment, garage doors, laundry rooms or other similar noise-generating uses or devices.
  - (D) To the extent that the sponsor of the principal project elects to satisfy all or part of its BMR requirement off-site, the temporary occupancy permit for each off-site affordable unit must be issued prior to the issuance of

## Appendix B. Requested Code and Plan Amendments

the temporary occupancy permit of the market-rate units in the principal project. If, at the time that the sponsor requests the temporary certificate of occupancy (TCO) for the principal project (or a phase thereof), the sponsor has not obtained TCOs for a sufficient number of off-site BMR units to satisfy the principal project's requirement, the sponsor shall satisfy any unmet requirement by meeting the requirement with on-site units.

- (E) Whether provided on-site or off-site, the mix of inclusionary units shall be equal to or greater in number of bedrooms per unit than the mix of market-rate units in the principal project.



201 POLSON STREET

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**FIGURE B-1: RINCON HILL SUD - USE DISTRICTS MAP,  
AS REQUESTED TO BE AMENDED**



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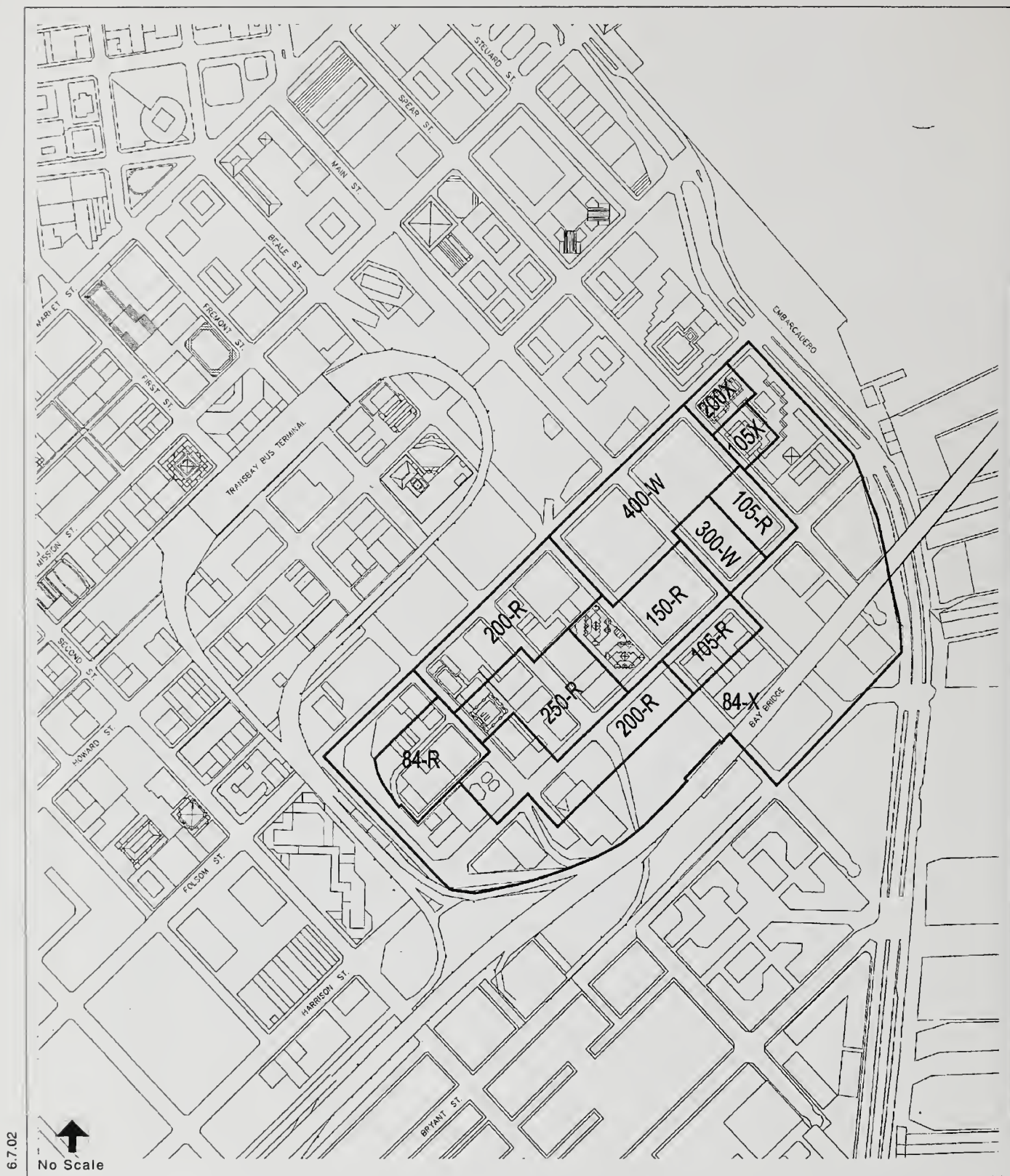
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SOURCE: Turnstone Consulting

201 FOLSOM STREET

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FIGURE B-2: RINCON HILL SUD - SPECIAL USE DISTRICTS MAP,  
AS REQUESTED TO BE AMENDED



201 FOLSOM STREET

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FIGURE B-3: RINCON HILL SUD - HEIGHT AND BULK LIMITS MAP,  
AS REQUESTED TO BE AMENDED



**TENTATIVE TERMS OF GENERAL PLAN AMENDMENT (RINCON  
HILL PLAN)  
FOR 300 SPEAR/201 FOLSOM  
(Revised as of February 21, 2002)**

- p. II.3.2: *Delete last paragraph, referencing planned reduction in width of Main, Beale, and Spear Streets.*
- p. II.3.6: *Amend Objective 3 by including reference to the new subdistrict. The new Objective will read as follows:*

TO ALLOW EXISTING INDUSTRIAL, SERVICE AND OFFICE  
USES TO REMAIN AND CREATE NEW SUCH USES IN  
DESIGNATED LOCATIONS INCLUDING NEW SERVICE AND  
OFFICE USES IN THE BASES OF PRIMARILY RESIDENTIAL  
BUILDINGS IN THE “RESIDENTIAL/COMMERCIAL”  
SUBDISTRICT.

- p. II.3.6: *Amend Objective 3, Policies to include reference to the new subdistrict. The new paragraph will read as follows:*

Rincon Hill should be divided into ~~two~~ three subareas: residential, and  
commercial/industrial, and residential/commercial. The subarea  
boundaries are shown on Map 3.

- p. II.3.7: *Amend Land Use Plan, Map 3 to show 300 Spear/201 Folsom and 160 Harrison lots as new “Residential/Commercial Subdistrict.” (See Attachment A.)*
- p. II.3.8: *Amend Objective 3, Policies by adding new section just ahead of “Non-Conforming Uses” paragraph to describe new residential/commercial subdistrict. The new section will read as follows:*

**Residential/Commercial**

This designation applies to those properties that previously were zoned “P” but which have been or are in the process of being sold to private entities for private development. Most of this area, including the northern half of Blocks 3745 and 3746, currently is used only for parking. The controls represent a combination of the residential district controls for RC-4 districts (with the exception that all institutional and community facilities uses would be permitted as of right) and certain uses permitted in the adjacent C-3 districts, which are believed compatible with the high intensity residential uses in this new subdistrict.

This area, consisting primarily of two very large vacant sites, should be developed predominantly with high-rise residential structures built over bases which could provide a combination of residential, retail, office and other commercial uses.



## Appendix B. Requested Code and Plan Amendments

- p. II.3.9: *Amend Objective 5, Policies, third paragraph by deleting last sentence in order to make the Plan consistent with the existing Rincon Hill parking requirements. The paragraph will read as follows:*

Mixed use and flexible parking provisions should be incorporated into zoning controls to provide additional incentives for more affordable housing. Allowing one square foot of commercial use for each six square feet of residential use in the Residential Midrise and Highrise areas can help support lower cost units. ~~Parking requirements can be reduced because of the proximity of the area to Downtown and to transit service and the cost savings translated into lower housing costs.~~

- p. II.3.9: *Revise Objective 12 to read as follows:*

WHERE FEASIBLE, TO REDUCE THE PRESENT INDUSTRIAL SCALE OF THE STREETS BY CREATING A CIRCULATION NETWORK THROUGH THE INTERIOR BLOCKS, CREATING A STREET SCALE COMPARABLE TO THOSE IN EXISTING RESIDENTIAL AREAS ELSEWHERE IN THE CITY.

- p. II.3.9: *Delete Objective 13. [Renumber remainder of Objectives.]*

~~TO REDUCE THE WIDTHS OF MAIN, SPEAR, AND BEALE STREETS TO CREATE ADDITIONAL DEVELOPABLE AREA AS WELL AS NEW PEDESTRIAN SPACE.~~

- p. II.3.10: *Amend Objective 15, Policies, fourth paragraph, third bullet point to add a new sentence. The bullet point will read as follows:*

Towers should be sited in a way that avoids excessive screening of downtown views from the bridge and minimizes shadowing of open space. Therefore, distances between towers in the same height district above 105' should not be less than approximately 105 feet. In the Residential/Commercial Subdistrict, within a particular project site there shall be a minimum separation of 82 ½ feet between towers above 80 feet.

- p. II.3.10: *Amend Objective 15, Policies, fourth paragraph by adding the following bullet:*

- Additional height should be allowed in the Residential/Commercial Subdistrict in order to take full advantage of the potential of the large vacant sites to make a major contribution to meeting the city's housing needs, while meeting urban design goals of providing slender towers which do not unduly screen views from the Bay Bridge.

- p. II.3.10: *Amend Objective 20, Policies, first paragraph by removing reference to Block 3745 and 3746, and adding a new second paragraph specific to*

*the Residential/Commercial Subdistrict. The new paragraphs shall read as follows:*

Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets, sidewalk widening are encouraged and reservations of open space (by specifying maximum lot coverage) are mandated in the Plan for Blocks ~~3744-3748~~ 3744, 3747-3748. These spaces should be publicly accessible and beautified with lighting, decorative paving, seating and landscaping. In addition to these open spaces on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on the ground floor or above, subject to review and approval by the City Planning Commission.

For the Residential/Commercial Subdistrict, each development should provide publicly accessible open space in an amount equal to one net square foot of open space per 50 square feet of gross floor area for non-residential uses.

- p. II.3.11: *Amend Height Limits, Map 4 to reflect overall height limits of 400 feet and 300 feet, respectively, for the Residential/Commercial Subdistrict. (See Attachment B.)*
- p. II.3.12: *Amend text under "Private Residential Open Space" heading by adding a new second paragraph addressing the Residential/Commercial Subdistrict. The new paragraphs shall read as follows:*

In the Residential/Commercial Subdistrict, residential open space should be provided in relation to the number of residential units at a ratio of 36 (thirty-six) net square feet of open space for each dwelling unit if all private. Where common usable open space is used to satisfy all or part of the requirement for a dwelling unit, such common usable open space shall be provided in an amount equal to 1.33 square feet for each one square foot of required private usable open space that is not provided as private open space.

- p. II.3.12: *Delete Objective 22.*

~~TO REDUCE WIDTHS OF SELECTED STREETS TO THOSE WHICH MEET CIRCULATION NEEDS AND COMPLEMENT RESIDENTIAL USE.~~

- p. II.3.13: *Amend Publicly Accessible Open Space Opportunities, Map 5 by deleting references to "Sidewalk Widening." (See Attachment C.)*
- p. II.3.14: *Amend Objective 26, Policies, Pedestrian Street, second paragraph to delete reference to Embarcadero Freeway. The new paragraph shall read as follows:*

## Appendix B. Requested Code and Plan Amendments

Harrison and Folsom Streets, the Hill's two east-west streets, which are unpleasant for pedestrians will remain as major vehicular traffic corridors ~~regardless of what happens to the Embarcadero Freeway in the future~~. Therefore, as a key organizing feature of the Rincon Hill Plan, a new east-west circulation system should be created in the middle of the long blocks between Folsom and Harrison Streets. These accessways will establish a domestic scale reminiscent of the city's established residential neighborhoods, and when completed, will help provide pedestrian routes from the top of the Hill to the Embarcadero Promenade on the waterfront. In some cases the pedestrian street will also provide limited vehicular access.

- p. II.3.16: *Amend Objective 26, Policies, fourth paragraph, third and fourth subparagraphs, entitled "Assessor's Block 3746" and "Assessor's Block 3745." The new subparagraphs should read as follows:*

**Assessor's Block 3746:** (Beale, Folsom, Main, Harrison) Access should be provided across this block at grade. Service retail should be provided at the Main and Beale Street corners of the pedestrian street.

**Assessor's Block 3745:** (Main, Folsom, Spear, Harrison) Access should be provided across this block at or near grade. Service retail should be provided near the Spear and Main Street entrances to the walkway. Access need not be provided at mid-block if another location would result in an overall better design.

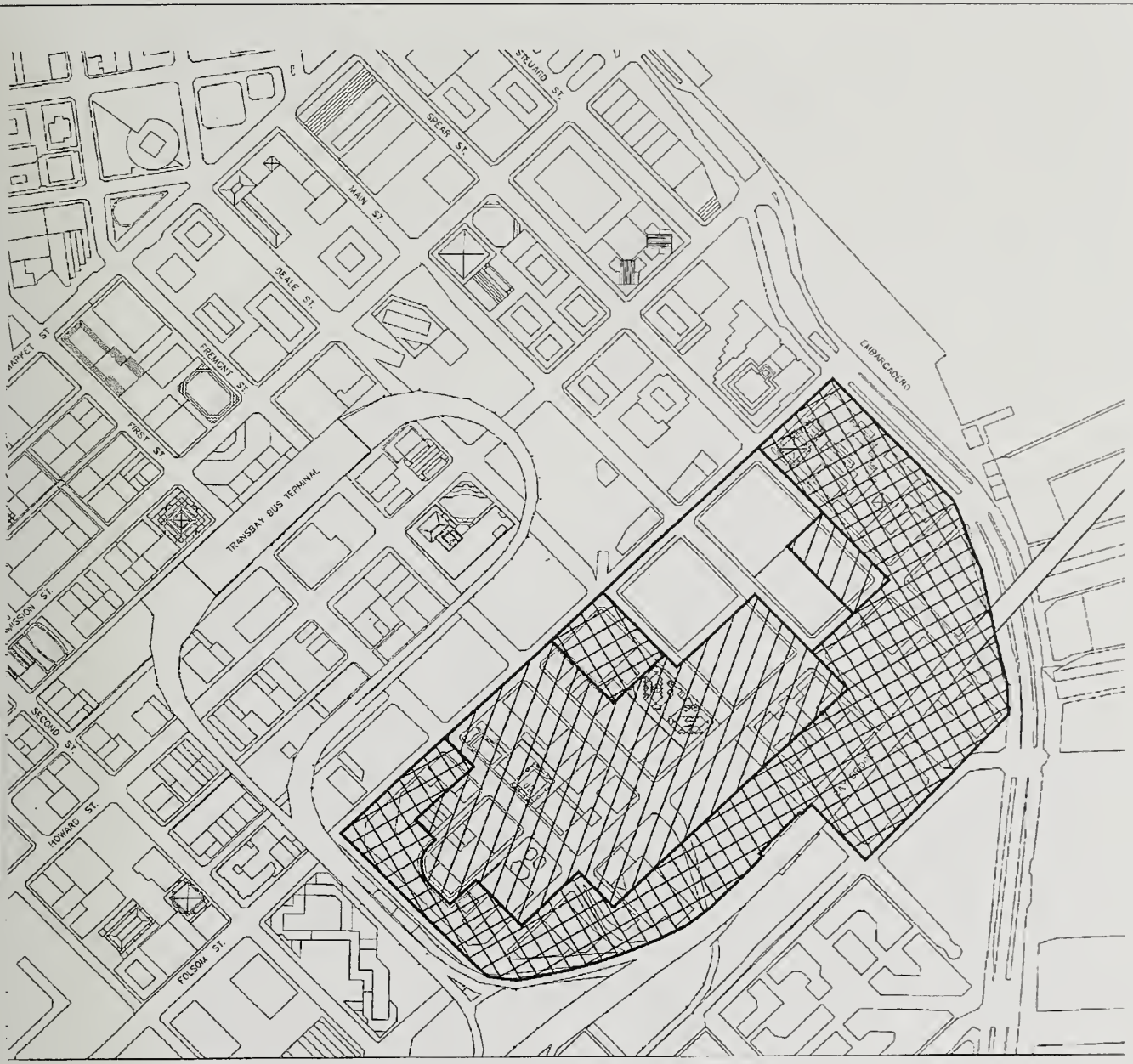
- p. II.3.16: *Amend Objective 26, Policies, twelfth paragraph (entitled "Accessory Parking") to reflect a parking ratio of 1:500 for retail and to allow replacement of parking currently used by federal agencies located on or adjacent to a development site. The new paragraphs shall read as follows:*




**Accessory Parking:** The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to downtown and proposed new transit make it possible to limit residential parking to one space per unit. Similarly, the parking requirement for offices can be reduced to one space per 1,500 square feet of ~~commercial~~ office space. However, in order to encourage viable retail uses, including, if possible, a grocery store, parking for retail uses shall be permitted at one space per 500 square feet for the first 60,000 square feet of retail uses on any project site.

Furthermore, additional parking shall be allowed as of right for any project that submitted an application for environmental review prior to December 31, 2001, where such parking is necessary to replace parking for any agency or department of the United States Federal Government that is located on, or immediately adjacent to, a development site.



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-  RESIDENTIAL/COMMERCIAL
-  RESIDENTIAL
-  COMMERCIAL



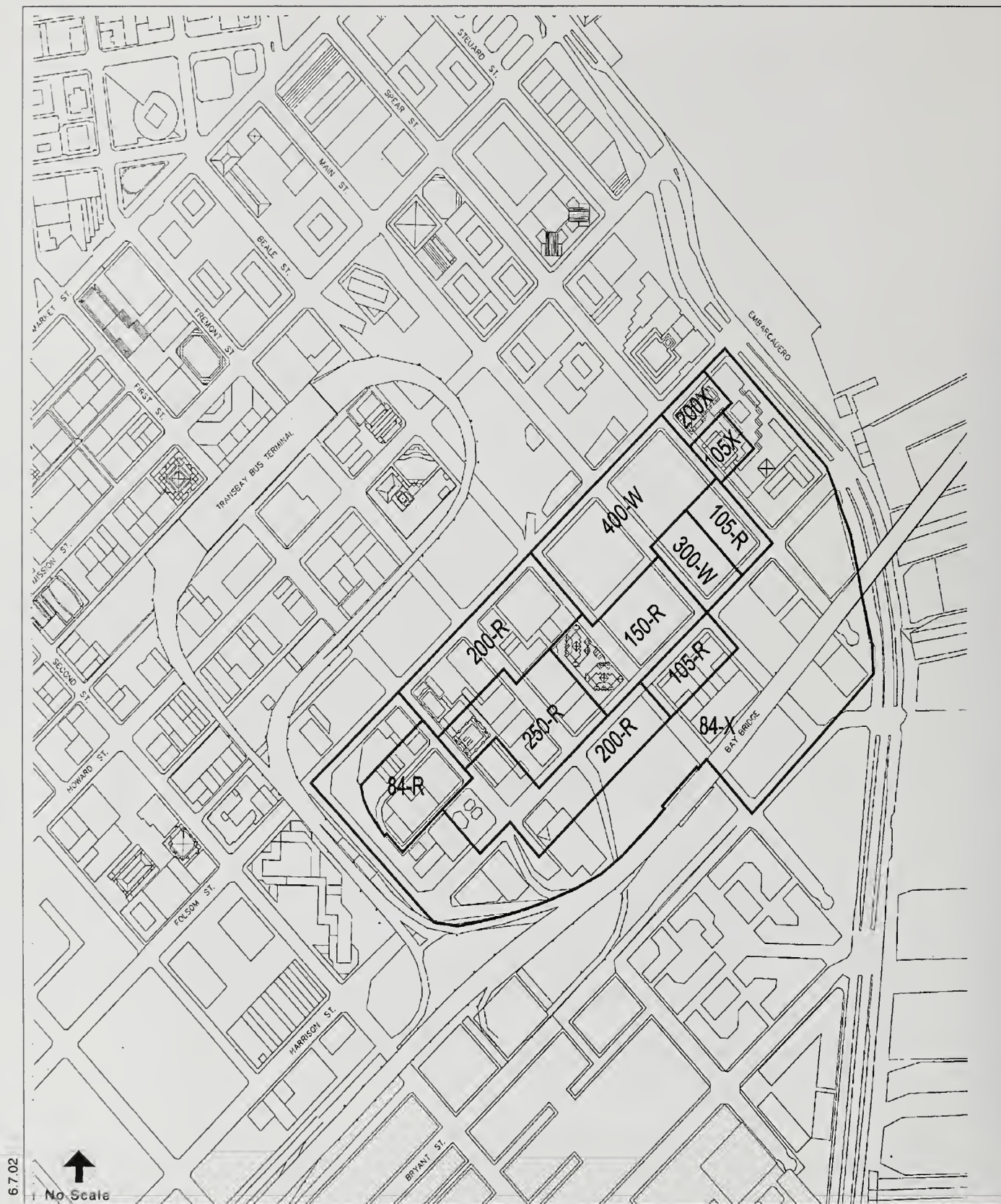
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SOURCE: Turnstone Consulting

201 FOLSOM STREET

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FIGURE B-4: RINCON HILL PLAN - MAP 3 LAND USE PLAN,  
AS REQUESTED TO BE AMENDED



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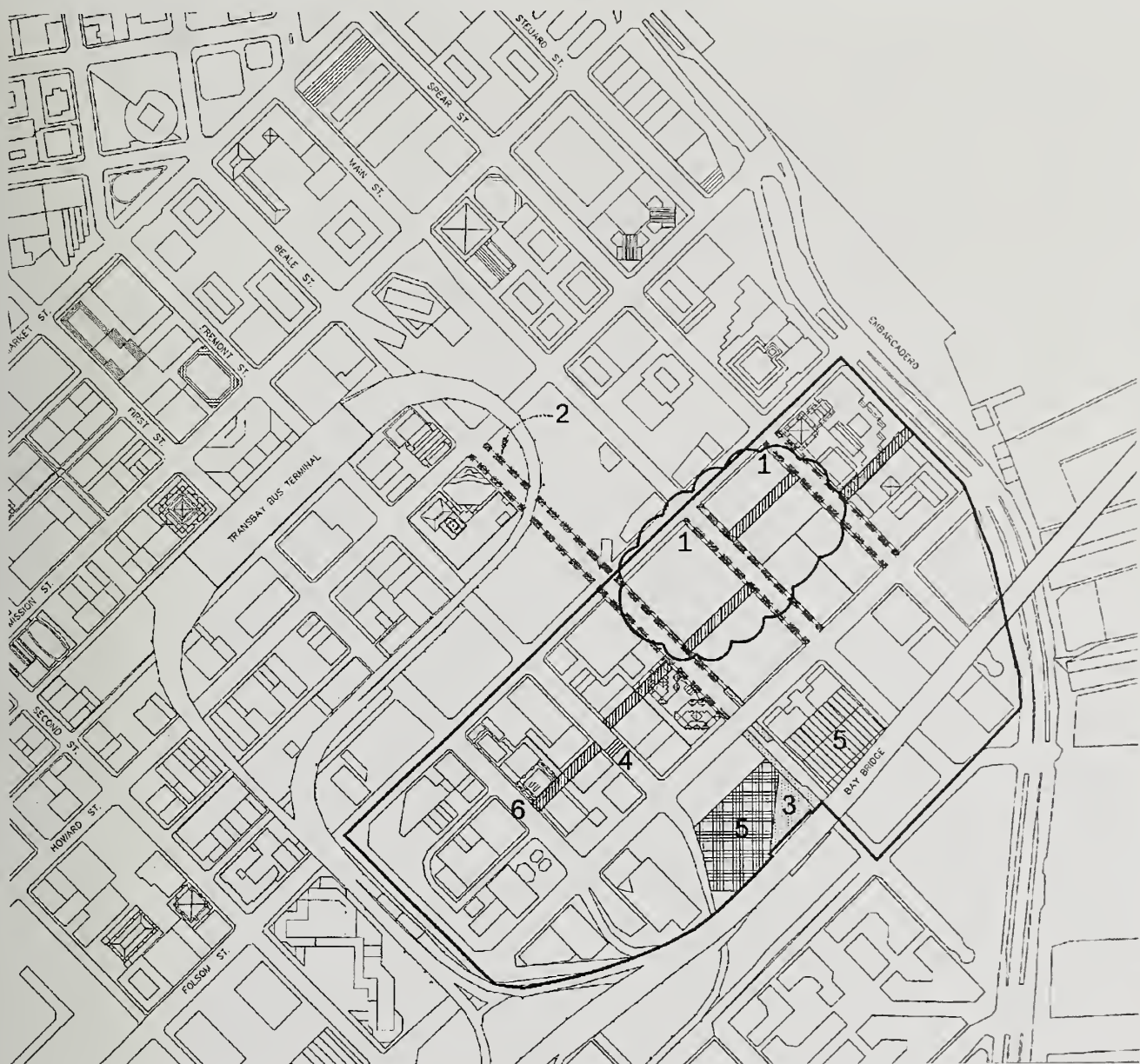
SOURCE: Turnstone Consulting

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FIGURE B-5: RINCON HILL PLAN - MAP 4 HEIGHT LIMITS PLAN, AS REQUESTED TO BE AMENDED





1. STREET BEAUTIFICATION
2. STREET BEAUTIFICATION, TO CREATE PEDESTRIAN CORRIDOR TO FINANCIAL DISTRICT
3. PRESERVE OPEN SPACE AROUND BAY BRIDGE ANCHORAGE
4. CREATION OF WIDE PEDESTRIAN OVERPASS
5. RECREATION FACILITIES ON ROOFTOPS OF POTENTIAL INTERCEPT PARKING STRUCTURE
6. CREATION OF A PEDESTRIAN STREET NETWORK



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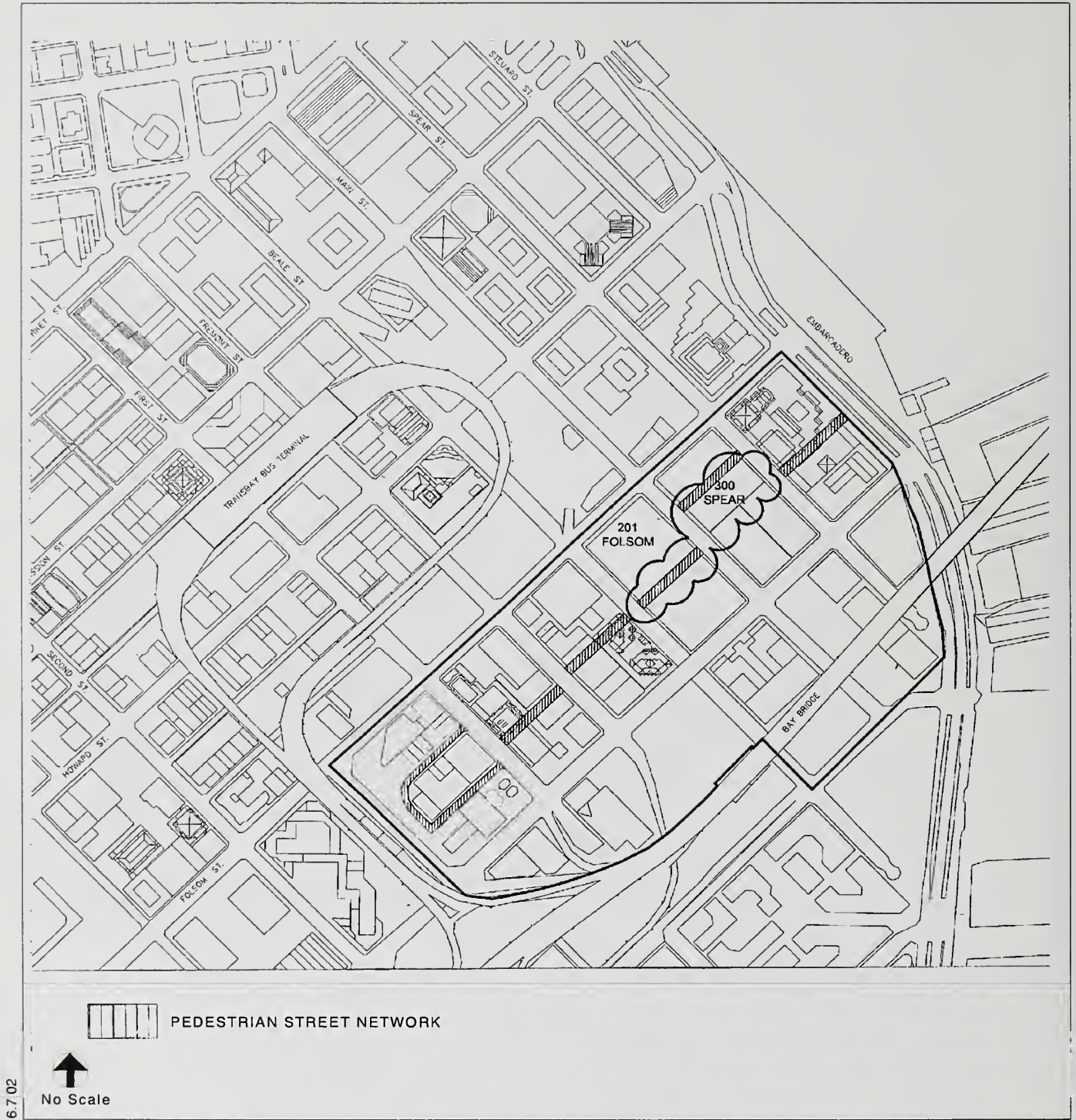
SOURCE: Tumstone Consulting

201 FOLSOM STREET

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**FIGURE B-6: RINCON HILL PLAN - MAP 5 PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES, AS REQUESTED TO BE AMENDED B.18**





201 FOLSOM STREET

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FIGURE B-7: RINCON HILL PLAN - MAP 6 PEDESTRIAN STREET LOCATION MAP, AS REQUESTED TO BE AMENDED

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## **APPENDIX C**

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### **TRANSPORTATION**





## GENERAL PLAN ROADWAY CLASSIFICATIONS

The San Francisco Planning Department has developed a street hierarchy system for the City and County of San Francisco, in which the function and design of each street are consistent with the character and use of adjacent land. The major classifications in the Vehicle Circulation Plan of the San Francisco *General Plan* are:

- **Freeways:** Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.
- **Major Arterials:** Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.
- **Transit Conflict Streets:** Streets with a primary transit function which are not classified as major arterials but experience significant conflicts with automobile traffic.
- **Secondary Arterials:** Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.
- **Recreational Streets:** A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area.
- **Collector Streets:** Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials.
- **Local Streets:** All other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

In addition to the San Francisco Planning Department's roadway classifications, the freeways, major arterials, and transit conflict streets are included in the Congestion Management Program (CMP) Network and Metropolitan Transportation System (MTS) Network (see below).

### Transit Preferential Streets

The Transit Preferential Street network classification system takes into consideration all transportation functions, and identifies the major transit routes where general traffic should be routed away from. There are two classifications of transit preferential streets: Primary Transit Streets, which are either transit-oriented or transit-important; and Secondary Transit Streets.

- **Primary Transit Street - Transit-Oriented:** Not major arterials, with either high transit ridership, a high frequency of service, or surface rail. Along these streets, the emphasis should be on moving transit vehicles, and impacts on automobile traffic should be of secondary concern.
- **Primary Transit Street - Transit-Important:** Major arterials, with either high transit ridership, high frequency of service, or surface rail. Along these streets, the goal is to improve the balance between modes of transportation, and the emphasis should be on moving people and goods, rather than on moving vehicles.
- **Secondary Transit Street:** Medium transit ridership and low-to-medium frequency of service, or medium frequency of service and low-to-medium transit ridership, or connects two or more major destinations.

In general, it is City policy that transit preferential treatments should be concentrated on the most important transit streets, and the treatments applied should respond to all transportation needs of the street. For example, on streets that are major arterials for transit and not for automobile traffic, treatments should emphasize transit priority; on streets that are major arterials for both transit and automobiles, treatments should emphasize a balance between the modes. It is also City policy that automobile facility features (such as driveways and loading docks) should be reduced, relocated or prohibited on transit preferential streets in order to avoid traffic conflicts and automobile congestion.

### Citywide Pedestrian Network

The Citywide Pedestrian Network is a classification of streets throughout the City used to identify streets devoted to or primarily oriented to pedestrian use. The main classifications are:

- **Citywide Pedestrian Network Street:** An inter-neighborhood connection with “citywide significance” includes both exclusive pedestrian and pedestrian-oriented vehicular streets. These streets include the Bay, Ridge, and Coast trails, are used by commuters, tourists, general public and recreaters, and connect major institutions with transit facilities.
- **Neighborhood Network Street:** A neighborhood commercial, residential or transit street that serves pedestrians from the general vicinity. Some streets may be part of the Citywide network, but are generally oriented towards neighborhood-serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets. As part of the Neighborhood Network Street network, streets are classified as **Neighborhood Commercial Streets**, which are streets that are predominately commercial use with parking and loading conflicts, or **Neighborhood Network Connection Streets**, which are intra-neighborhood connection streets that connect neighborhood destinations.

In general, it is City policy that sufficient pedestrian movement space should be provided to minimize pedestrian congestion, sidewalks should be widened where intensive commercial,

recreational or institutional activity is present, and efforts should be made to ensure convenient and safe pedestrian crossings at intersections.

### **Congestion Management Program (CMP) Network**

The CMP Network is the network of freeways, state highways, major arterials and transit conflict streets (see Roadway Classifications, above) established in accordance with state Congestion Management legislation. As part of the CMP, the San Francisco County Transportation Authority is required to determine the level of service (LOS) for the CMP Network streets every two years. The LOS is based on the average travel speed for each roadway segment during both the AM and PM peak periods. The level of service standard is LOS E, except for roadway segments that operated at LOS F in 1991 (when the first study was performed). The CMP requires development of "Deficiency Plans" for any CMP-designated roadway that operate at LOS F. These plans include an analysis of the causes of the deficiency, a list of improvements that would have to be made to prevent the deficiency from occurring (including cost estimates), a list of improvements proposed as part of the plan, and an action plan for implementation of the improvements (including an implementation schedule).

Table C-1 shows the most-recently determined travel speeds and levels of service for the CMP network streets in the vicinity of the project area for the weekday PM peak period (generally 4:00 to 6:00 PM).

For the other CMP network roadway segments in the vicinity of the project site, no travel speed or level of service information is provided.

### **Metropolitan Transportation System (MTS) Network**

The MTS Network is defined by Metropolitan Transportation Commission (MTC) as part of its Regional Transportation Plan. The MTS is a regional network of roadways, transit corridors and transfer points, identified by the MTC on the basis of specific criteria. The criteria identified facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function. The State highways and major thoroughfares designated in San Francisco's CMP roadway network are all included in the regional MTS network. There are a few instances in which the local CMP network is not identical to the MTS network due to differences in the criteria used to define each network.

### **LEVELS OF SERVICE DEFINITIONS**

Intersection operating conditions are described by Levels of Service (LOS). LOS is a qualitative description of an intersection's performance, based on the average delay per vehicle. LOS definitions are different for signalized and unsignalized intersections. Tables C-2 and C-3 provide these definitions.



**Table C-1: Roadway Performance - Weekday PM Peak Period**

<b>Roadway Segment</b>	<b>Direction</b>	<b>Travel Speed</b>	<b>LOS</b>	<b>Year Reported</b>
Market - Van Ness to Drumm	E	6.3	F	1995
Market - Drumm to Van Ness	W	15.5	C	1993
Mission - Embarcadero to Third	S	10.7	D	1999
Mission - Third to Embarcadero	N	5.1	F	1999
Howard - Embarcadero to Van Ness	W	13.6	C	1993
Harrison - Embarcadero to First	W	9.4	D	1999
Harrison - First to Fourth	W	20.5	B	1993
Bryant - Fourth to Embarcadero	E	13.2	C	1993
Embarcadero - N. Point to Townsend	S	16.4	C	1995
Embarcadero - Townsend to N. Point	N	16.7	C	1993
Main - Mission to Market	N	7.7	E	1999
Beale - Clay to Mission	S	13.4	C	1993
Fremont - Harrison to Market	N	16.6	C	1997
First - Market to Harrison	S	15.5	C	1993
I-80 - US 101 to Fremont	E	25.9	F	1993
I-80 - Fremont to Treasure Island	E	23.1	F	1999
I-80 - Treasure Island to Fremont	W	26.3	F	1993
I-80 - Fremont to US 101	W	21.5	F	1993

Source: Wilbur Smith Associates, San Francisco Transportation Authority - August 2001

**Table C-2: Signalized Intersection Level of Service Definitions**

Level of Service	Stopped Delay (sec/veh)	Typical Traffic Conditions
A	<5.0	<b>Insignificant Delays:</b> Progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all.
B	5.1 - 15.0	<b>Minimal Delays:</b> Generally good progression, short cycle lengths, or both. More vehicles stop than with LOS A.
C	15.1 - 25.0	<b>Acceptable Delays:</b> Fair progression, longer cycle lengths, or both. Individual cycle failures may begin to appear, though many still pass through the intersection without stopping. Most drivers feel somewhat restricted.
D	25.1 - 40.0	<b>Tolerable Delays:</b> The influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable. Queues may develop but dissipate rapidly, without excessive delays.
E	40.1 - 60.0	<b>Significant Delays:</b> Considered by many agencies to be the limit of acceptable delay. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences. Vehicles may wait through several signal cycles and long queues of vehicles form upstream.
F	>60.0	<b>Excessive Delays:</b> Considered to be unacceptable to most drivers. Often occurs with over saturation, that is, when arrival flow rates exceed the capacity of the intersection. Poor progression and long cycle lengths may also be major contributing causes to such delay levels. Queues may block upstream intersections.

*Sources: Highway Capacity Manual, Special Report No. 209, 1985, 3<sup>rd</sup> edition, Transportation Research Board, Washington, D.C. (Updated 1994); Wilbur Smith Associates, 2002*

**Table C-3: All-Way Stop Controlled Intersection LOS Definitions**

Level of Service	Average Total Delay (seconds/vehicle)
A	<5.0
B	5.1 - 10.0
C	10.1 - 20.0
D	20.1 - 30.0
E	30.1 - 45.0
F	>45.0

*Sources:* Highway Capacity Manual, Special Report No. 209, 1985, 3<sup>rd</sup> ed, Transportation Research Board, Washington, D.C. (Updated 1994); Transportation Research Circular 373: Interim Research Board, Washington, D.C.; Wilbur Smith Associates, 2002







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## **APPENDIX D**

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### **WIND TUNNEL ANALYSIS**





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**WIND TUNNEL ANALYSIS FOR THE PROPOSED  
201 FOLSOM STREET PROJECT, SAN FRANCISCO**

Prepared for:

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San Francisco, CA. 94107

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## I. INTRODUCTION

The proposed project would be located northern half of the block bounded by Folsom Street Main Street, Harrison Street and Beale Street in the Rincon Hill area of San Francisco. The project would be a high-rise residential building providing retail space on the ground floor. The building would consist of two residential towers of 35 and 40 stories rising from a low-rise podium building covering the entire site. The rooftop of the podium would provide an outdoor courtyard with an outdoor pool. The lower levels of the structure would include parking and amenities for residents, as well as retail space accessible from the street.

This report includes the results of two separate wind tunnel modeling efforts. The first set of tests included existing conditions and project conditions using the 201 Folsom Initial Study Design and, for cumulative runs, the proposed 300 Spear Initial Study Design.

The second set of wind tunnel tests repeated, for all sidewalk measurement points, measurements using the 201 Folsom Project design and proposed 300 Spear Project design. Measurements at interior locations, rooftop locations and the test run for the cumulative case with conceptual buildings within the Transbay Terminal Redevelopment area were not repeated, as the information from the tests with the 201 Folsom Initial Study Design and 300 Spear Initial Study Design were deemed adequate to describe impacts of the 201 Folsom Project design for these locations and scenarios.

The results of five scenarios are reported here:

(1) Existing conditions. Several buildings currently under construction or approved were included in the existing model, including the 160 Harrison Street additions, the 400 Beale Street project, the First and Howard development, 199 Fremont Street, the 215 Fremont remodeling, 325 Fremont Street and 301 First Street project. The 325 Fremont and 301 First Street projects have been approved, but are not yet under construction.

(2) Existing conditions plus the 201 Folsom Project design reviewed in the EIR.

(3) Existing conditions plus the proposed project and the adjacent proposed 300 Spear Project design (denoted Local Cumulative).

(4) Existing conditions plus the 201 Folsom Initial Study Design and 300 Spear Initial Study Design (denoted Initial Study Cumulative).

(5) A cumulative case including both the 201 Folsom Initial Study Design and 300 Spear Initial Study Design with conceptual buildings within the Transbay Terminal Redevelopment Area located northwest of the project site (denoted Transbay Cumulative)..

Two wind tunnel studies were performed in investigate the pedestrian wind environment around the 201 Folsom project site. Pedestrian-level wind speeds were measured at selected points for the existing site and with the addition of the 201 Folsom Project design and the 201 Folsom Initial Study Design. Three cumulative runs were also made. The wind tunnel data was used to quantify wind impacts in public spaces near the site and predict the acceptability of wind conditions near the site. Interior rooftop measurements were also made to provide information on the usability of proposed outdoor spaces within the project.

## II. METHODOLOGY

### Wind Tunnel Facilities

The studies were conducted in the Boundary Layer Wind Tunnel at the Department of Architecture, University of California, Berkeley. The interior dimensions of the wind tunnel duct are 5 feet high, seven feet wide and 45 feet long. The test area is 36 feet downwind of the inlet, with the fan downwind of the test area. Figures 1 and 2 show the construction and dimensions of the U.C. Berkeley wind tunnel.

### Model and Boundary Layer

A scale model of the project site and the surrounding area was constructed. The model extended several blocks beyond the project boundaries in all directions. Wind obstructions located further away from the project site were considered part of the general roughness of the site, and were modeled as part of the characteristic atmospheric boundary layer in the wind tunnel.

Simulation of the boundary layer in the natural wind is achieved by turbulence generators placed upwind of the test section. This allows for adjustment in the wind characteristics to provide for different model scales and varying terrain upwind of the project.

### Instrumentation

The velocity measurements in this study were made with a TSI model 1266 and model TSI 1210-20 hot wire anemometers. Prior to commencement of the experiments both the probes were calibrated. Subsequent side-by-side comparisons between the two probes indicated agreement to within 5%.

A total of 44 velocity measurement locations were selected for this study located along sidewalk areas adjacent to and near the project site for all runs. An additional 10 measurements were made in the rooftop space or interior open space created by the project for the Initial Study Cumulative run. Data from these tests were deemed adequate to describe impacts of the 201 Folsom Project design for these locations.

In accordance with the San Francisco Wind Ordinance methodology for wind tunnel tests the model was tested for four wind directions: northwest, west-northwest, west and west-southwest. Each measurement consisted of simultaneous readings from two anemometer probes, one positioned at the desired pedestrian level location and the other at a stationary reference location above the wind tunnel floor. The axes of the probes were positioned vertically in all cases. The height of the reference sensor was selected to provide a stable characteristic reference velocity away from the influence of the building models and ground-level measurements. During each measurement the two velocity probes were sampled at a rate of 10 samples per second for a duration of 30 seconds. The collected data were analyzed to produce the quantities of interest: mean velocity, turbulence intensity, and equivalent wind speed.



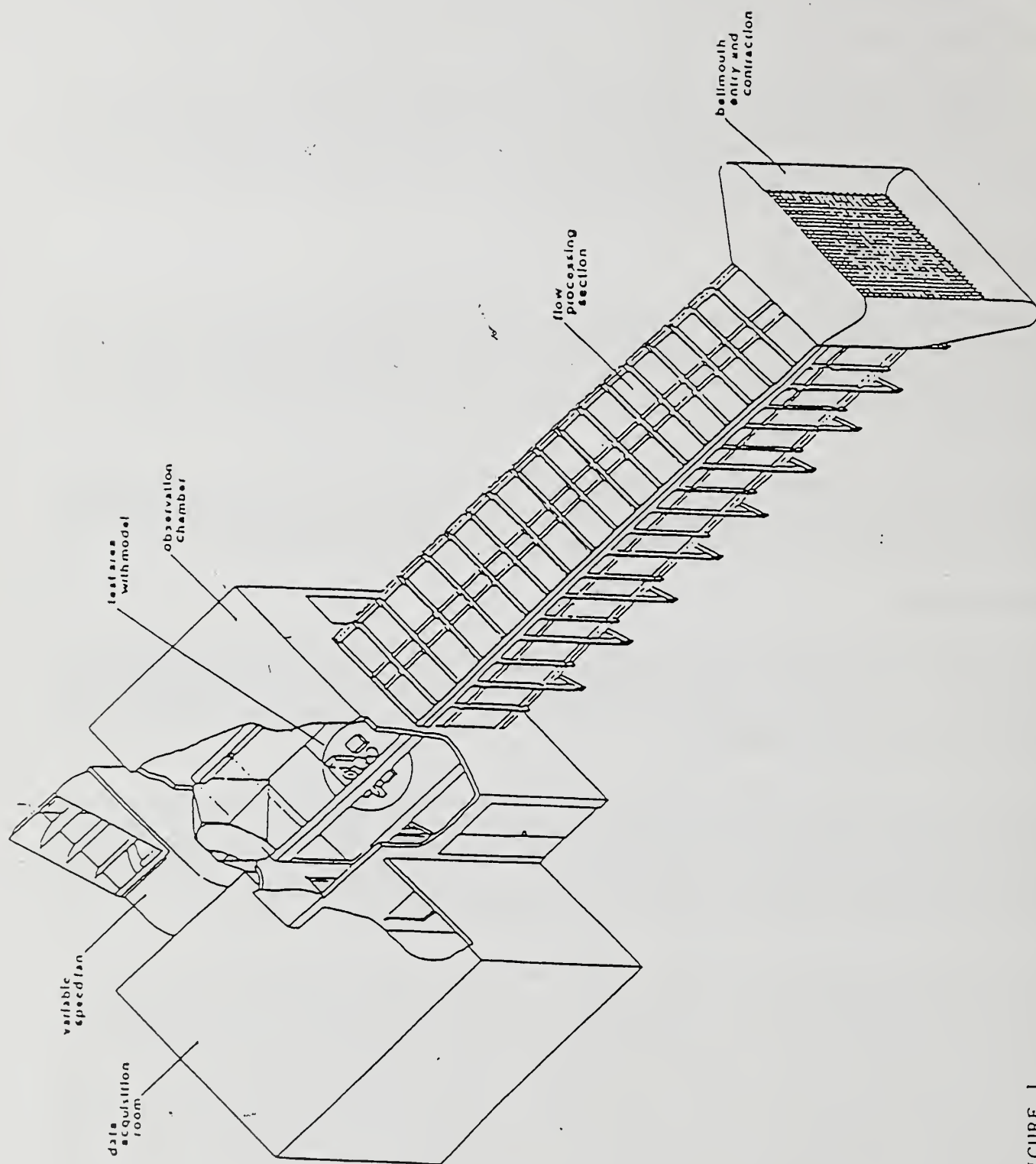


FIGURE 1  
BOUNDARY LAYER WIND TUNNEL

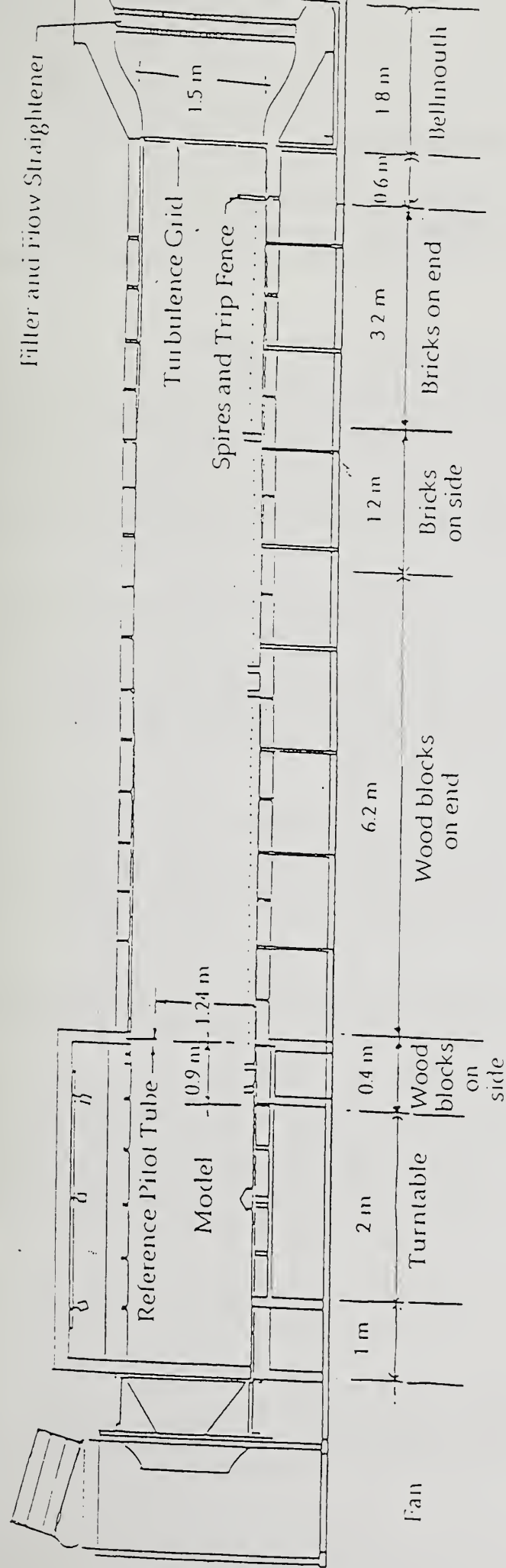


FIGURE 2: Boundary Layer Wind Tunnel Configuration

### III. CRITERIA AND HISTORICAL WIND RECORDS

Wind conditions partly determine pedestrian comfort on sidewalks and in other public areas. In downtown areas, high-rise buildings can redirect wind flows around buildings and divert winds downward to street level; each can result increased wind speed and turbulence at street level.

The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to four MPH have no noticeable effect on pedestrian comfort. With winds from four to eight MPH, wind is felt on the face. Winds from 8 to 13 MPH will disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. For winds from 19 to 26 MPH, the force of the wind will be felt on the body. At 26 MPH to 34 MPH wind, umbrellas are used with difficulty, hair is blown straight, there is difficulty in walking steadily, and wind noise is unpleasant. Winds over 34 MPH increase difficulty with balance and gusts can blow people over.<sup>1</sup>

The City of San Francisco Planning Code establishes wind criteria for the Rincon Hill Special Use District under Section 249.1 of the Planning Code. Section 249.1 of the Planning Code sets comfort levels of 7 MPH equivalent wind speed for public seating areas and 11 MPH equivalent wind speed for areas of substantial pedestrian use. In addition to comfort criteria San Francisco Planning Code establishes a wind hazard criterion. The hazard criterion is set at a hourly averaged wind speed of 26 MPH, which is not to be exceeded more than once during a year.

Predictions of wind speed are based upon historical wind records from the U.S. Weather Bureau weather station atop the old Federal Building at 50 United Nations Plaza during the years 1945-1950. This data base, comprised of 32,795 hourly observations is of sufficient length to provide a reliable estimate of future climatic conditions in San Francisco.

Table 1 shows that average wind speeds are greatest in the summer and least in the fall. Winds also exhibit a diurnal variation with the strongest winds occurring in the afternoon, and lightest winds occurring in the early morning.

Winds in San Francisco are most frequently from the west to northwest directions, reflecting the persistence of sea breezes. Wind direction is most variable in the winter. The approach of winter storms often results in southerly winds. Although not as frequent as westerly winds, these southerly winds are often strong. The strongest winds in San Francisco are typically from the south during the approach of a winter storm.



Table 1: Seasonal Wind Direction Frequency In Percent and Average Speed in Knots<sup>2</sup>

Direction	January		April		July		October		Annual	
	Freq.	Speed	Freq.	Speed	Freq.	Speed	Freq.	Speed	Freq.	Speed
N	12.5	7.9	2.2	11.0	0.3	6.0	3.3	6.6	5.0	7.2
NNE	1.3	5.6	0.7	6.1	0.3	6.8	0.7	6.6	0.8	6.0
NE	4.5	5.3	1.3	4.7	1.1	7.4	2.2	5.8	1.9	5.6
ENE	1.4	6.3	0.6	4.8	0.2	5.1	0.8	5.1	0.8	5.6
E	11.9	4.8	2.6	4.5	0.1	3.9	4.8	4.5	4.8	5.0
ESE	2.1	6.4	0.3	5.2	0.1	2.5	0.6	5.8	0.8	5.8
SE	9.1	6.4	2.4	7.8	0.2	5.0	3.7	6.6	4.2	6.8
SSE	2.8	5.6	0.3	3.8	0.1	3.0	1.3	9.0	1.2	6.4
S	6.7	5.0	4.2	7.1	1.1	4.9	4.5	7.5	4.1	6.4
SSW	1.0	4.8	0.4	4.1	0.1	3.0	1.7	12.8	0.9	8.6
SW	4.5	8.0	7.7	9.2	15.6	10.1	7.8	9.1	9.3	9.3
WSW	1.0	5.9	1.7	7.7	1.2	8.1	2.8	8.8	2.4	8.6
W	13.2	7.2	43.0	10.9	53.0	13.1	34.6	9.1	35.7	10.9
WNW	7.5	11.1	20.7	14.1	14.9	14.5	15.2	10.9	13.8	12.7
NW	11.5	7.7	9.3	10.7	10.7	11.4	10.8	8.5	10.0	9.7
NNW	1.2	5.7	0.6	10.8	0.6	8.5	0.5	7.5	0.7	8.3
Calm	7.7	---	2.1	---	0.3	---	4.6	---	3.7	---

#### IV. ANALYSIS

The San Francisco wind code is based on wind acceptability criteria defined in terms of "equivalent wind speed" (EWS). EWS denotes the mean hourly wind speed adjusted to account for the expected turbulence intensity or gustiness at the site. The wind speed limits in the code were developed with an inherent turbulence intensity of 15%. When the measured turbulence intensity at a point is greater than 15%, the equivalent wind speed is calculated by multiplying the mean velocity at the point by a weighting factor according to the following formula:

$$\text{EWS} = V_m (2 \cdot \text{TI} + 0.7) \text{ where:}$$

$V_m$  = mean pedestrian-level wind speed

TI = turbulence intensity

For measured turbulence intensities less than 15%, EWS is taken to be equal to  $V_m$ .

##### **Pedestrian Locations**

Each wind-tunnel measurement results in a ratio that relates the speed of ground-level wind to the speed at the reference elevation, in this case the height of the Old San Francisco Federal Building. The frequency with which a particular wind velocity is exceeded at any test location is then calculated by using the measured wind-tunnel ratio and a specified ground speed to determine the corresponding reference wind speed for each direction. In general, this gives different reference speeds for each major directional component of the wind. The wind data for San Francisco are then used to calculate the percentage of the time that the specific ground-level wind speed is exceeded for each directional component. The sum of these is the total percentage of time that the specified ground-level wind speed is exceeded. A computer is used to calculate the total percentages for a series of wind speeds until the speed exceeded ten percent of the time is found, for each location.

The mean wind speeds are compared to the comfort criterion of 11 mph for pedestrian areas, not to be exceeded more than 10 percent of the time. Separate calculations evaluate compliance with the hazard criterion. The wind data observed at the Old San Francisco Federal Building are not full hour average speeds as specified by the Code, so it is necessary to adjust the equivalent speeds to obtain the hourly average of 26 mph.<sup>3</sup>

The wind speed that would be exceeded 10% of the time at each measuring location is shown in Table 2. The locations of measurement points are shown in Figure 3. Sidewalks are pedestrian locations where the 11 MPH comfort criterion is applicable. There are no nearby public plazas or sitting areas where the more stringent 7 MPH comfort criterion applies, but the sitting area criterion has been applied to rooftop interior plaza space within the project to evaluate the usability of that space.

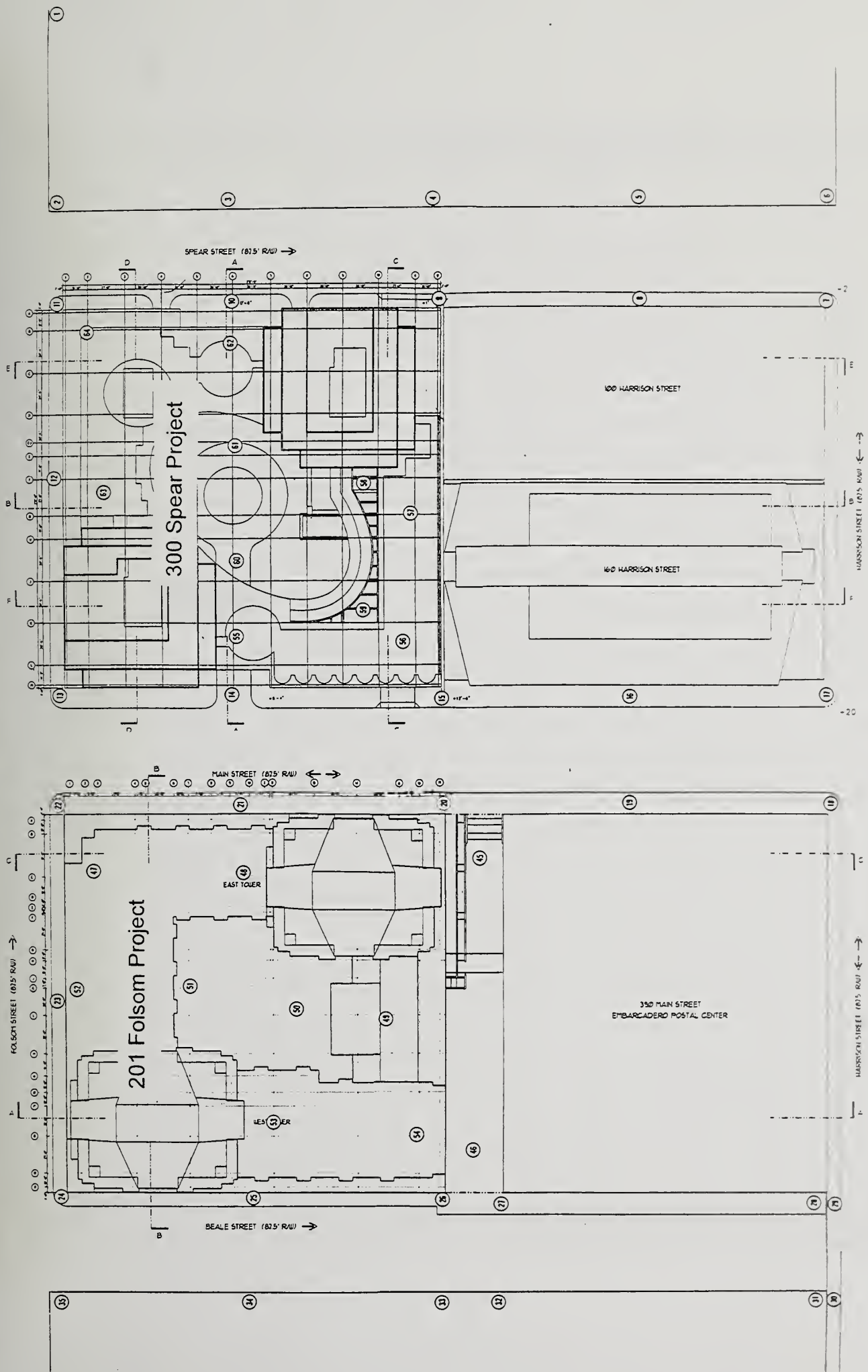


Figure 3: Measurement Point Locations



Table 2: Wind Speed Exceeded 10% of the Time

Point	Standard	Existing	Project	Local Cumul.	IS Cumul.	Transbay Cumul.
1	11	10	11	<b>13</b>	<b>13</b>	9
2	11	7	8	<b>13</b>	<b>14</b>	9
3	11	7	10	<b>16</b>	<b>16</b>	10
4	11	<b>12</b>	<b>14</b>	<b>15</b>	<b>14</b>	5
5	11	11	<b>12</b>	<b>12</b>	11	4
6	11	9	10	9	8	6
7	11	8	8	<b>13</b>	8	6
8	11	5	7	<b>14</b>	<b>12</b>	6
9	11	11	<b>13</b>	<b>13</b>	<b>14</b>	6
10	11	8	10	<b>12</b>	10	6
11	11	6	7	<b>17</b>	<b>18*</b>	6
12	11	7	10	<b>13</b>	<b>14</b>	6
13	11	11	<b>16</b>	11	11	7
14	11	11	10	<b>14</b>	<b>14</b>	5
15	11	8	<b>13</b>	<b>14</b>	<b>16</b>	4
16	11	<b>16</b>	10	<b>13</b>	<b>14</b>	4
17	11	<b>12</b>	10	<b>12</b>	11	3
18	11	8	<b>12</b>	10	7	3
19	11	6	<b>13</b>	8	6	3
20	11	9	11	9	9	5
21	11	11	6	<b>12</b>	11	7
22	11	9	<b>16</b>	<b>14</b>	<b>15</b>	7
23	11	11	<b>14</b>	<b>13</b>	<b>12</b>	8
24	11	<b>13</b>	<b>14</b>	<b>15</b>	<b>15</b>	11
25	11	9	<b>14</b>	<b>13</b>	<b>14</b>	<b>12</b>
26	11	8	<b>16</b>	<b>16</b>	<b>16</b>	11
27	11	10	<b>14</b>	<b>14</b>	<b>15</b>	10

Predicted wind exceeding comfort standards are shown in **bold**.

\* Denotes location exceeding the hazard criterion.

Table 2: Wind Speed Exceeded 10% of the Time (Cont.)

Point	Standard	Existing	Project	Local Cumul.	IS Cumul.	Transbay Cumul.
28	11	10	<b>14</b>	<b>15</b>	<b>14</b>	10
29	11	11	<b>14</b>	<b>14</b>	<b>14</b>	10
30	11	10	<b>13</b>	<b>12</b>	<b>14</b>	9
31	11	10	10	11	11	6
32	11	9	<b>12</b>	<b>13</b>	<b>13</b>	9
33	11	9	<b>14</b>	<b>14</b>	<b>15</b>	9
34	11	7	<b>13</b>	<b>13</b>	<b>13</b>	10
35	11	<b>14</b>	<b>13</b>	<b>13</b>	<b>13</b>	11
36	11	<b>12</b>	11	<b>12</b>	11	<b>14</b>
37	11	<b>12</b>	11	<b>12</b>	<b>12</b>	<b>12</b>
38	11	5	11	9	10	4
39	11	5	<b>12</b>	9	10	9
40	11	9	11	9	9	7
41	11	3	5	<b>12</b>	<b>12</b>	5
42	11	6	7	<b>13</b>	<b>13</b>	9
43	11	11	8	<b>16</b>	<b>14</b>	<b>13</b>
44	11	8	9	<b>12</b>	<b>12</b>	4
45	11	-	-	-	<b>14</b>	6
46	11	-	-	-	<b>13</b>	5
47	7	-	-	-	<b>16</b>	5
48	7	-	-	-	<b>9</b>	5
49	7	-	-	-	<b>17</b>	8
50	7	-	-	-	<b>13</b>	6
51	7	-	-	-	<b>10</b>	2
52	7	-	-	-	<b>18</b>	5
53	7	-	-	-	6	4
54	7	-	-	-	<b>18</b>	7

Predicted wind exceeding comfort standards are shown in **bold**.

\* Denotes location exceeding the hazard criterion.

Table 3 shows the calculated frequency of winds above 11 MPH for all locations that exceed the pedestrian comfort criteria for one or more of the scenarios tested.

#### Existing Conditions

No violations of the wind hazard code were measured for the existing scenario. The range of ground-level wind speeds was 3 to 16 mph. Exceedances of the pedestrian comfort criterion were found at 7 of the 44 measurement locations for existing conditions.

#### Existing + Proposed 201 Folsom Project

No violations of the wind hazard code were measured. The project generally increased wind, with 34 points having increased wind, 8 points having decreased wind and 2 points having unchanged winds. The range of ground-level wind speeds was 5 to 16 mph. The number of ground-level locations exceeding the comfort criterion was 21 of 44.

#### Existing + Project + Proposed 300 Spear Project (Local Cumulative)

No violations of the wind hazard code were measured. The range of ground-level wind speeds was 8 to 17 mph. The number of ground-level locations exceeding the comfort criterion was 35 of 44.

#### Existing + Initial Study Design + 300 Spear Initial Study Design (IS Cumulative)

Under this scenario the wind hazard criterion was exceeded at location 11 at the southwest corner of the Folsom/Spear intersection. The hazard criterion was just exceeded, as the predicted frequency of winds in excess of 26 MPH (hourly average) is 1.24 hours per year, only slightly above the 1.0 hours per year that is the standard.

The range of ground-level wind speeds was 6 to 18 mph. The number of ground-level locations exceeding the comfort criterion was 29 of 44.

#### Existing + Initial Study Design + 300 Spear Initial Study Design + Transbay Terminal Redevelopment (Transbay Cumulative)

No violations of the wind hazard code were measured. This scenario drastically decreases winds both at ground level and at rooftop open space. Under this scenario, 4 out of 44 ground-level would exceed the comfort criterion. The range of ground-level wind speeds was 3 to 14 mph. Number of ground-level locations exceeding the comfort criterion was 17 of 33.

The conceptual buildings for the Transbay Terminal Redevelopment were found to drastically decrease winds near the project site with the 201 Folsom Initial Study



design. This Transbay Terminal Redevelopment project buildings greatly reduce the exposure of the project site to winds from the prevailing directions. This reduction is largely independent of the design of the building at 201 Folsom, so tests were not repeated for the Proposed 201 Folsom Project runs.

#### Rooftop Open Space

Winds in the newly created pedestrian space (points 45-46) and interior rooftop plazas (points 47 to 54) were measured in the Initial Study Cumulative model run. In general winds in these spaces were above the appropriate comfort criterion. It was apparent that the relatively strong winds in these spaces were due to the overall project massing and the lack of any nearby sheltering structures north and west of the project site. Tests for these measurement locations were not repeated for the Proposed 201 Folsom Project or Local Cumulative runs because the massing of the project had not significantly changed and the overall exposure of the site would be expected to result in windy conditions similar to that found for the Initial Study Cumulative run.

The exposure of the site is drastically reduced in the Transbay Cumulative case. Winds in the newly created pedestrian space (points 45-46) and interior rooftop plazas (points 47 to 54) would meet the appropriate comfort criterion.

Table 3: Frequency of Winds Greater Than 11 MPH (% of time)

Point	Existing	Project	Local Cumul.	IS Cumul.	Transbay Cumul.
1	3.93	8.98	14.10	15.52	1.81
2	0.19	0.68	10.28	20.32	1.91
3	0.42	4.95	25.18	26.71	4.70
4	15.05	18.23	22.68	17.78	1.94
5	8.07	11.36	11.98	7.14	0.22
7	3.43	1.38	14.69	4.87	0.51
8	0.03	0.02	20.84	10.01	0.28
9	9.87	15.44	15.04	18.30	0.04
10	0.42	3.12	19.76	6.98	0.51
11	0.01	0.34	36.02	32.92	0.28
12	0.26	4.75	18.27	20.85	0.43
13	9.00	27.80	7.37	8.07	0.55
14	7.57	17.30	20.20	21.60	0.00
15	2.67	12.46	21.98	26.33	0.00
16	26.74	3.51	15.87	20.01	0.00
17	13.34	6.36	8.95	8.23	0.00
18	1.33	10.12	4.74	0.53	0.00
19	1.44	11.84	4.03	0.00	0.04
21	8.18	0.29	10.01	9.52	0.45
22	3.16	29.77	19.88	24.44	0.67
23	8.52	17.64	13.50	12.27	2.52
24	14.93	14.92	17.65	17.60	9.27
25	1.31	17.85	20.72	22.31	10.36
26	0.94	26.84	27.49	27.22	9.63
27	3.87	20.89	22.85	23.44	4.66
28	5.56	17.59	21.40	20.43	2.80
29	9.17	21.23	23.47	22.09	5.12
30	5.87	15.32	17.59	19.96	1.34
32	3.90	14.96	20.16	15.37	1.88
33	2.93	21.18	16.70	21.60	1.67

Table 3: Frequency of Winds Greater Than 11 MPH (% of time) (cont.)

Point	Existing	Project	Local Cumul.	IS Cumul.	Transbay Cumul.
34	0.31	16.82	16.70	15.86	5.36
35	19.49	16.77	15.59	14.72	9.16
36	11.56	8.26	11.59	9.66	20.36
37	12.38	9.15	10.69	11.34	12.62
39	0.00	15.04	3.07	4.40	4.58
41	0.00	0.00	10.39	10.77	0.43
42	0.00	0.33	29.02	16.10	2.05
43	8.35	0.58	22.35	18.21	15.76
44	1.63	1.32	10.93	10.24	0.00



## **V. RECOMMENDATIONS**

Based on the wind tunnel tests for the Initial Study Design, it is apparent that the newly created courtyards and outdoor rooftop decks within the project have winds well in excess of the 7 MPH sitting area comfort criterion. This is not unexpected because the project site is exposed to prevailing winds. This space should be landscaped to reduce wind and improve usability. Porous materials or structures (vegetation, hedges, screens, latticework, perforated or expanded metal) offer superior wind shelter compared to a solid surface. Outdoor sitting or eating areas and areas near the outdoor pool will need substantial wind shelter. Wind sheltering elements should have sufficient height to shelter the area in question (wind shadows behind porous wind screens or shelter belts provide shelter a distance downwind equivalent to 3-5 times the height of the wind screen). Given the strong winds predicted, vegetation will need to be wind-tolerant and wind-sheltering structures need to be securely anchored and designed to withstand strong winds until anticipated development of up-wind areas reduces the exposure of the rooftop space.

1. Edward Arens, Designing for an Acceptable Wind Environment, Transportation Engineering Journal, March 1981.
2. E. Jan Null, Climate of San Francisco, Report No. NOAA-TM-NWS WR-126, 1978.
3. Arens, E., "Designing for Acceptable Wind Environment," Transactions Engineering Journal, ASCE 107, No. TE 2, 1981, pp. 127-141.





PLACE  
POSTAGE  
HERE

San Francisco Planning Department  
Office of Environmental Review  
1660 Mission Street, 5th Floor  
San Francisco, California 94103

Attn: Benjamin C. Helber  
2000.1073E-201 Folsom Street Project

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL  
ENVIRONMENTAL IMPACT REPORT

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TO: San Francisco Planning Department  
Office of Environmental Review

Signed:

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